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ABSTRACT

This report of a regional hearing on education considers the Federal role in education and, specifically, how Federal budget cuts will affect both school programs and major national problems such as declining productivity, inflation, social tensions, budget deficits, and challenged world leadership. Testimony was heard from representatives of the educational community from Louisiana, Mississippi, Tennessee, Texas, Alabama, West Virginia, California, Wisconsin, and Illinois. Those testifying discussed, in detail, the impact of various budget cuts on their states' educational programs and policies. Issues of taxes, teacher education, school lunches, educational equity, vocational training, migrant education, and other concerns were considered, with reference to the impact of proposed Federal cuts in educational spending. Transcripts of testimony as well as prepared statements, letters, and other supplemental materials are included. (CG)

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OVERSIGHT ON THE FEDERAL ROLE IN EDUCATION
(Part 1)

ED265275

HEARING

BEFORE THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

NINETY-NINTH CONGRESS

FIRST SESSION

HEARING HELD IN NEW ORLEANS, LA, ON
FEBRUARY 14, 1985

Serial No. 99-2

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OVERSIGHT ON THE FEDERAL ROLE IN EDUCATION

(Part 1)

THURSDAY, FEBRUARY 14, 1985

HOUSE OF REPRESENTATIVES,
COMMITTEE ON EDUCATION AND LABOR,
New Orleans, LA.

The committee met, pursuant to notice, in room 209, Court of Appeals, Fifth Circuit, New Orleans, LA, at 9:40 a.m., Hon. Augustus F. Hawkins (chairman of the committee) presiding.

Members present: Representatives Hawkins, Kildee, Owens, Hayes, and Goodling.

Also present: Representative Boggs.

Staff present: Nancy Kober, legislative specialist; John Jennings, counsel for education; John Smith, special assistant to the chairman; and Richard Di Eugenio, Republican senior legislative associate.

Chairman HAWKINS. The committee is called to order.

As the Committee on Education and Labor opens this series of regional hearings on education, our purpose is twofold: One, to push education to the top of the agenda for congressional consideration and national attention; and two, to address, on a national scale, ways of improving education in the 1980's and beyond, with a special emphasis on the Federal role in this process.

Both purposes are urgently and critically related to our most serious national problems: our declining productivity, inadequate economic growth, recurring inflation, increasing social tensions, mounting budget deficits, inadequate national defense, and our challenged world leadership. We will solve these problems through educating our citizens, not by walking away from the challenge.

As we begin these hearings, we are reminded of these words from Robert Kennedy:

> The prosperity of a country depends, not on the abundance of its revenues, nor on the strength of its fortifications, nor on the beauty of its public buildings; but it consists in the number of its cultivated citizens, in its men and women of education, enlightenment, and character.

Unfortunately, our quest to enhance the education of our citizens is being blurred by the obsessive preoccupation with the notion that budget deficit reduction is the preeminent and almost exclusive national problem.

It is a serious problem. But the sober irony is that even as domestic budget cuts, including education cuts, are being projected

and perceived as the solution to this problem, no real attempt is being made to fashion solutions that address the real causes of the Federal deficit.

Spending for education is not a cause of the deficit. However, through the misconception that it is, education has already borne a disproportionate share of the Federal budget cuts since 1980. For example, Federal elementary and secondary education programs have already lost 20 percent in constant dollars between fiscal years 1980 and 1985. Hardly any other budget category can match that sacrifice.

This obsession is unfortunate for a second reason: those of us who are directly concerned with improving education are spending too much time discussing and making accommodations to Federal budget matters instead of working to achieve equity, equality, and excellence in education.

Certainly, the administration's fiscal year 1986 budget proposals for education are a cause for alarm and warrant national scrutiny. The President wishes to reduce the Department of Education's budget from $18.4 billion in fiscal year 1985 to $15.5 billion for fiscal year 1986. For some spending areas, he is demanding deep cuts. For example, the President wants to reduce student financial assistance and loans by $2.3 billion.

For elementary and secondary education programs, the budget is being called a freeze. This is an illusion.

First, some elementary and secondary programs are being targeted for cuts. In the lunch program, the administration is asking for another 16 percent cut, on top of the 33 percent cut these programs took in 1981—a change that could eliminate up to 7.3 million children from the program. Other programs, such as magnet schools assistance, are being eliminated. Cuts cannot be called a freeze and a freeze without adjustment for inflation is a cut.

Second, local school districts will have to absorb the rising costs of providing educational services, so that a freeze will actually result in fewer children served.

Third, a freeze will perpetuate the inequities of the cuts education programs have already taken. Due to past budget cuts, the Chapter 1 program is reaching 700,000 fewer disadvantaged children. About 3 million have been dropped from the lunch program.

These budget reductions are unwarranted based on the following verifiable criteria: No. 1, these programs have been underfunded from the beginning, never fully reaching the target groups; No. 2 they have been proven successful and cost effective; No. 3, all have been deeply cut already; No. 4, all are being singled out for additional cuts.

Thus, if the budget decisions with such grave consequences for these programs were made solely on merit, the Congress would no doubt support increased funding for our existing programs and possibly for programs addressing some new areas of need.

But the individual Members of Congress may not ever face a direct vote on such issues. Already, the idea of packaging popular and unpopular programs together in one bill is being promoted; of combining increases in defense weapon systems with cuts in domestic programs, a school lunch, for example, for children or some of us may have to vote for MX missiles and star wars.

Education is too essential to our national purpose to be buried in a casket labeled "deficit reduction" or "budget reconciliation." From these public hearings, we should extract worthwhile programs from the rubble of such parliamentary maneuvering, so that these vital issues confronting the Nation may be decided on merit.

Once we commit ourselves to an "agenda of merit" that goes beyond a discussion of numbers alone, the steps we must take are clear. Many such legislative initiatives and proposals will be examined in these hearings as we seek a proper and reasonable Federal role. Those of us who support this search for ways the Federal Government can be an active partner in promoting education must be aggressive about the facts: the facts of the damage that additional budget cuts would impose, the fact that we have constructive alternatives to present in their place.

[Opening statement of Chairman Augustus F. Hawkins follows:]

OPENING STATEMENT OF HON. AUGUSTUS F. HAWKINS, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA AND CHAIRMAN, COMMITTEE ON EDUCATION AND LABOR

As the Committee on Education and Labor opens this series of regional hearings on education, our purpose is twofold: One, to push education to the top of the agenda for Congressional consideration and national attention; and two, to address, on a national scale, ways of improving education in the 1980's and beyond, with a special emphasis on the Federal role in this process.

Both purposes are urgently and critically related to our most serious national problems: our declining productivity, inadequate economic growth, recurring inflation, increasing social tensions, mounting budget deficits, inadequate national defense, and our challenged world leadership. We will solve these problems through educating our citizens, not by walking away from the challenge.

As we begin these hearings, we are reminded of these words from Robert Kennedy: "The prosperity of a country depends, not on the abundance of its revenues, nor on the strength of its fortifications, nor on the beauty of its public buildings; but consists in the number of its cultivated citizens, in its men and women of education, enlightenment, and character."

Unfortunaately, our quest to enhance the education of our citizens is being blurred by the obsessive preoccupation with the notion that budget deficit reduction is the preeminent and almost exclusive national problem.

It is a serious problem. But the sober irony is that even as domestic budget cuts, including education cuts, are being projected and perceived as the solution to this problem, no real attempt is being made to fashion solutions that address the real causes of the Federal deficit.

Spending for education is not a cause of the deficit. However, through the misconception that it is, education has already borne a disproportionate share of the Federal budget cuts since 1980. For example, Federal elementary and secondary education programs have already lost 20% in constant dollars between fiscal years 1980 and 1985. Hardly any other budget category can match that sacrifice.

This obsession is unfortunate for a second reason: those of us who are directly concerned with improving education are spending too much time discussing and making accommodations to Federal budget matters instead of working to achieve equity, equality, and excellence in education.

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For elementary and secondary education programs, the budget is being called a "freeze." This is an illusion. First, some elementary and secondary programs are being targeted for cuts. In the lunch program, the administration is asking for another 16% cut, on top of the 33% cut these programs took in 1981—a change that could eliminate up to 5.5 million children from the program. Other programs, such as magnet schools assistance, are being eliminated.

Second, local school districts will have to absorb the rising costs of providing educational services, so that a freeze will actually result in fewer children served.

Third, a freeze will perpetuate the inequities of the cuts education programs have already taken. Due to past budget cuts, the Chapter 1 program is reaching 700,000 fewer disadvantaged children. About 3 million have been dropped from the lunch program.

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2. They have been proven successful and cost-effective;
3. All have been deeply cut already;
4. All are being singled out for additional cuts.

Thus, if the budget decisions with such grave consequences for these programs were made solely on merit, the Congress would no doubt support increased funding for our existing programs and possibly for programs addressing some new areas of need.

But the individual Members of Congress may not ever face a direct vote on such issues. Already, the idea of packaging popular and unpopular programs together in one bill is being promoted; of combining increases in defense weapon systems with cuts in domestic programs. The issues would be reduced to a single question: to vote up or down an entire budget package, thereby avoiding accountability on the individual issues.

Education is too essential to our national purpose to be buried in a casket labeled "deficit reduction" or "budget reconciliation." From these public hearings, we should extract worthwhile programs from the rubble of such parliamentary maneuvering, so that these vital issues confronting the nation may be decided on merit.

Once we commit ourselves to an "agenda of merit" that goes beyond a discussion of numbers alone, the steps we must take are clear. We must first safeguard and strengthen our existing education programs. We must then address new initiatives, based on our understanding of the problems and needs in education and the techniques that have been shown to succeed. Legislative proposals now before the Committee include:

1. a program to strengthen teacher training (H.R. 650);
2. a national program of incentives which would assist local educational agencies in improving the quality of instruction in mathematics, the sciences, communication skills, foreign languages, technology, and in guidance and counseling (H.R. 650);
3. a program to introduce the "effective schools" concept in inner city schools based on research which indicates how school effectiveness can be increased (H.R. 747).
4. a proposal to restore some of the funding cuts in school lunch and to extend five expiring child nutrition programs (H.R. 7).

Other proposals may be examined in these hearings, as we seek a proper and responsible Federal role. Those of us who support this search for ways that the Federal government can be an active partner in promoting educational quality and equity must be aggressive about the facts: the facts of the damage that aditional budget cuts would wreak and the fact that we have constructive alternatives.

As we proceed with this task, we might paraphrase the words of Ernest L. Boyer, former Commissioner of Education, who speaks of this as being a "special moment: in education" * * * our "best opportunity * * * to improve the schools", because of a "growing national consensus that our future depends on it * * * a spreading awareness that every mind is a precisous resource we cannot afford to waste" * * * and who warns that "if we do not seize this special moment, we will fail the coming generation and the nation."

Chairman HAWKINS. At this time the Chair would like to recognize that we are indeed in the district represented by our distinguished colleague, Lindy Boggs. The Chair would like to express to you, Mrs. Boggs, not only the request that you have placed upon us always to come to New Orleans for these hearings, for which we are indeed grateful, but also the many courtesies you have given to the committee.

I understand that you will have some remarks to make a little later on the agenda. We will pass over you for that reason at this time.

I would like to yield now to the ranking minority member of the committee, our very distinguished member of the committee, one who has been very active in the field of education—as a matter of fact, an educator by profession—our distinguished colleague from the State of Pennsylvania, Mr. Bill Goodling.

Mr. GOODLING. Thank you, Mr. Chairman. I do want to thank our very lovely, gracious, and capable colleague. I thank our colleague, as well as the city.

I am happy to be a part of these hearings. As the chairman said, I have been an educator most of my life. I like to believe that I have had some influence in the White House in the last 4 years with relationship to education.

Education during the last 4 years may not have kept pace with inflation, but I am happy to say that we did go from about $14 billion to $18 billion in spending for education in the last 4 years.

We lost some in elementary, secondary, and vocational, and picked up some in some other areas of the education budget. But, we did have a $14 to $18 billion increase during that time.

I might also add that the problem of education isn't something new with this administration. During the Carter administration, even though we had increases, we lost because the rate of inflation at that time was so much higher.

We do have a problem facing us. We have a deficit problem. Forty percent of all the income tax that now comes to the U.S. Government goes to pay the interest on the debt.

Can you imagine what we could do for education if we didn't have to spend $143 billion this year just paying the interest on the debt? I think that is one of the best kept secrets. The public somehow or other doesn't seem to realize that we, like everybody else, have to pay interest on the debt.

Unlike most other people, we don't get around to paying the principal on the debt. But we do have to pay the interest on the debt. And that is a big problem we have.

When I was asked—well, I wasn't asked—when I asked to serve on the Budget Committee, the ranking member said, "Bill, you don't want to be on this committee at this particular time when we have to cut our good programs." And I said, "Yes, I do, as a matter of fact. I want to be there to make sure that our priorities are right", and I was basically referring to elementary, secondary, vocational education and child nutrition—I didn't want them to take any cut that anyone else wasn't going to take.

There are a couple of things that I particularly will be working hard on in the committee and they are preventing both the elimination of Job Corps and a reduction in the school lunch program. But I have to tell you on both sides of the aisle they don't really understand the importance of any revenue going to the paying customer in the school lunch program which is necessary if, as a matter of fact, you want to try to keep the program going.

Neither side of the aisle seems to understand that. I suppose if you haven't been in the business, you wouldn't understand that. You would think paying customers surely should be able to pay their own lunch without a subsidy from the Government.

So we have a big job ahead of us. And together we will make sure that the priorities are put in the right place.

Every time the President recommended a reduction in spending for education, the Congress decided that we would level fund. Last year when I thought I had something to do with the administrations request for level funding of education. Congress decided that this time funding would be increased by $2 billion.

So we will fight to make sure that the priorities are just, and at the same time keep an eye on that deficit, because it is taking good money and throwing it towards interest payment, when we could be using it to serve human needs.

Thank you, Mr. Chairman.

Chairman HAWKINS. Thank you, Mr. Goodling.

Other members of the committee may have a comment to make at this time. Mr. Kildee?

Mr. KILDEE. Just briefly. I want to thank Congresswoman Lindy Boggs for the very warm reception we have received in New Orleans.

I have always told people I believe education is a local function, a State responsibility, but a very, very important Federal concern. And that is why we are here today, to see how the Federal Government will uphold its Federal concern for education. The proposal to cut from $18.4 billion to $15.5 billion is not the right way to go.

Whether one is for the arms buildup or not in this country, you have to recognize that to finance the arms build-up they are taking money from education. So we have to make sure we know what our priorities are in this country and address ourselves to those priorities.

Thank you, Mr. Chairman.

Chairman HAWKINS. Thank you. Mr. Owens.

Mr. OWENS. Mr. Chairman, I would like to say that I hope this hearing and all the others that have been called will begin to reestablish a concensus about the importance of education and send a message to this administration, which labors under the notion that the only absolute function of the Federal Government is defense and national security, and those matters that are related to defense and national security.

I think it is important for all Americans to understand that we are locked into a long term, comprehensive struggle where all of our human resources and brain power are going to be needed.

The best way to guarantee the security of the country is to make certain that we have the best education system possible. Whether we are talking about the commercial competition from our allies, like Germany and Japan and the rest of Europe, or whether we are talking about the long-term competition from the Soviet Union, where we are competing to guarantee the survival of the free enterprise democracies that we know. It is important for us to understand that every dollar spent on our educational infrastructure, every dollar appropriated for the development of human resources and brain power is a dollar well spent for the long-term security of our country.

It is a dollar well spent to guarantee the survival of the American way of life. We need to educate this administration and make them understand this.

I hope we can reach a concensus with the American public across the country to do this.

Chairman HAWKINS. Mr. Hayes.

Mr. HAYES. Thank you, Mr. Chairman. I will make my remarks very brief in the interest of time.

I, too, want to thank Congresswoman Boggs for the hospitality that has been shown us since we have been here. It has been several years since I was asked to New Orleans.

I just want to share some of the remarks made by the chairman in his opening statement.

I have particular concern about the disadvantaged children, the impact of the budget on these children. But these are tomorrow's leaders.

When I went to the parade last evening, there were a number of high school kids marching in that parade, I thought to myself what is going to happen to them if the trend continues, and the drop out rate continues, particularly in a place like Chicago—I think some of the cuts, such as the school lunch program, are going to accelerate the drop out rate on the part of these kids.

So I am here seeking information—I am sure the rest of the members are also—as to how we can defend ourselves and defend our kids against the ravages of what is going to happen with these budget cuts as proposed, if they come to fruition.

Chairman HAWKINS. Thank you.

Mrs. Boggs has kindly consented to defer to the mayor of the city. At this point as the opening witness we are certainly honored and feel privileged to have as the first witness the Honorable Ernest L. Morial, the mayor of the city of New Orleans.

Mayor, we are delighted to welcome you. As a native of our State, I feel somewhat privileged to have this relationship, in that I am chairing the meeting and you happen to be a witness. But it is a pleasure to have you.

STATEMENT OF HON. ERNEST L. MORIAL, MAYOR, CITY OF NEW ORLEANS

Mr. MORIAL. Thank you very much, Mr. Chairman. We are indeed delighted to have you back in your native State of Louisiana and to say how significant I think it is that this committee has chosen this city at this time for this first of its field hearings, and particularly the site for this hearing on education.

You are sitting in a very historic courtroom, formerly a district court, and a court of appeals courtroom, where great, momentous and significant decisions were made affecting the lives of Louisianians and the lives of all Americans.

It was in that courtroom that the decision emanated to desegregate every vestige of life within this city and State. So I think it is extremely appropriate we meet here at this time to deal with this subject of education. It was here where the public schools of the State of Louisiana were ordered desegregated by the United States District Court.

As mayor of the city, I would like to commend you and the members of your committee for holding these field hearings and to commend you and this committee for the leadership that you have provided in drafting bills which have been reported out by this com-

mittee over the years affecting the quality of education in our Nation.

The topic of public education is extremely important to me. As a former public schoolteacher, a law school educator, and one who has taught at every level, and having a wife who is also a university administrator, and having been a teacher herself, education is vitally important to us and one of our deep concerns.

But as mayor of the city of New Orleans, as distinguished from many other cities in this Nation, I have no direct involvement in determining school policies, since the State of Louisiana, through its agent, the Orleans Parish Public School Board, has the primary and district responsibility for public education within this city.

Despite this peculiar distinction which we find here, I remain an advocate of quality public education. And we have done all that we could through the Office of the Mayor and through the city to develop cooperation and a partnership between our parish school system and our city government.

And like the President, this committee and myself, we, too, are working to build a partnership between local government and school administrators.

I would like to recite just briefly a list of some of the things that we have done in an effort to support and improve the quality of public education in this city.

We have instituted an internship program for high school students where academic credit is being earned for hands-on working experiences in city government.

We have established a city school board task force as a working body to promote partnership in areas like information sharing, student safety and economic stability.

We have a city-initiated truancy program which is coordinated by our police department, the school board and volunteers, to decrease school absenteeism and crime. And over the last several years since the truancy program has been in effect there has been a substantial decrease in school absenteeism and day time crime in the areas where the truancy centers exist.

We have shared city facilities with the school board like our recreational facilities, our libraries, our youth service centers and our drug affairs units to address specific student needs.

We have supplemented school equipment with our vehicles and our radios.

We have helped the school board increase its revenue collections and pass through revenue sources.

These are just a few of the examples of activities that we have engaged in and in which we have been able to indirectly influence school policy.

This city is deeply interested in seeing that the Federal Government continues its role in educational funding. Others who will speak this afternoon are much more capable of demonstrating that. I would like to talk about it, with your permission, in a general way.

This nation recently celebrated the historic decision of *Brown* vs. *The Board of Education*. Yet we must still recognize that this Nation has separate but unequal schools. It is unjust that children

who are most dependent upon public education live in communities where the fewest resources support such educational opportunities.

It disturbs me greatly that since I live in a city where one out of every five families is classified as below the poverty line, and one out of every two black families live in poverty, it disturbs me greatly to see some leaders in Washington act as if public education is headed towards extinction and certainly are endeavoring to put the nails in the coffin of public education.

Some declare that the great social experiment in teaching all of America's children is over. They say public education is a national expense, not a national investment, that public education is a lesson in failure, not a lesson in progress.

They seem to feel public education is an unnecessary budget code when the best families can afford to send their children to private schools. But to those who would decline to support public education, I say they refuse to improve the quality of life in American cities and in this Nation.

To those who focus on the cost of education, I counter the cost of neglect and the conditions resulting therefore is much greater than the cost of education.

To those who declare that quality public education is not a constitutionally protected right for all of America's children, I argue that they have forgotten what our basic fundamental rights are as guaranteed by the Constitution of the United States.

As mayor of this city, I may not be able to have any direct decisionmaking on how our local public school system is funded, or how it is run, but I will always take a direct role in advocating for its support and its partnership with the Federal Government.

High quality public education is essential to our success as a nation. If we hope to revitalize our economy, restore our primary line of defense, maintain this Nation's competitive edge in the world, and seek social and ethical justice as the cornerstone of our social foundation, then we must return education to its place near the top of the national agenda.

I am deeply concerned that our public schools are grappling with fewer and fewer dollars.

I am distressed about past budget cuts to title I and special education programs. I am deeply concerned about the proposed cuts.

These Federal budget cuts are cuts to our national vision. They are not only eliminating programs, but targeting the public school system for annihilation as well.

Public and private institutions all have a role to play in developing our Nation's school system. But a crucial element of that equation is and must be the Federal Government.

I urge this committee to urge our Government to continue to meet its responsibilities to public education by declaring a moratorium on all budget actions which negatively impact public education and by reversing the course it has recently followed in decreasing funding for nutrition, for desegregation, for preschool, vocational, postsecondary, compensatory, handicapped and bilingual education opportunities.

Specifically, I would urge this committee to consider the following:

To promote continued and if possible increased funding for chapter 1 of the Education Consolidation and Improvement Act of 1981 to ensure equal educational opportunity.

To maintain current regulations pertaining to the education for All Handicapped Children Act of 1975, Public Law 94-142, providing a free appropriate public education to all disabled children.

To continue and, if possible, increase funding for the Vocational Education Act so that young, especially economically disadvantaged people may not be disabled by the changing economy.

To reject the $2.3 billion dollar cut in postsecondary education programs proposed recently by the President and to reauthorize the Higher Education Act.

To continue support for the Bilingual Education Act.

To overcome the diluting of desegregation efforts now that the Emergency School Aid Act has been consolidated into chapter 2 block grants by funding desegregation assistance legislation.

To oppose education vouchers because they promote segregation by race and income, create constitutional conflict between church and State, reduce services for economically disadvantaged students and hurt the already struggling urban school system.

To oppose tuition tax credits which would be devastating to the public school system—especially here in New Orleans.

And, specifically to support H.R. 7, the National School Lunch and Child Nutrition Act amendments; H.R. 747, the Effective Schools Development in Education Act of 1985; and H.R. 650, the American Defense Education Act.

As those following me provide a more detailed picture of our New Orleans public school system, remember these programs I have outlined and think of how important they are to this city and other cities throughout this Nation.

American public education has been the catalyst for developing America's standard of living into the highest in the world. Public education has helped America build the world's strongest economy and the most productive work force.

If we seriously declare that our country is committed to protecting and even enhancing its quality of life, then we must take our commitment to public education seriously.

How can we effect a revolution in this country, if our workers and our children do not understand the principles of the revolution that started America, and inculcated in us the great ideals of full freedom, liberty, equality and justice for everyone.

Public education is every American's responsibility—the schoolteacher, the parent, the business leader, the civic leader, the State politician, the Federal politician.

We all have a stake in it.

Those who seek to disbelieve that and make our public schools' problems larger-than-life ignore the triumphs of our public education system.

They ignore that in 1980, the U.S. Census revealed for the first time in our Nation's history, that more than half of all Americans 25 years or older had completed at least 4 years of high school.

They ignore that today, one-half of all high school graduates go on to higher education, an option which only the well-to-do could exercise in the past.

In these days of deficit-sharing, no one argues that our education budget shouldn't be subjected to reform and efficient streamlining.

But don't make our children pay for what they did not cause under the guise of building a greater peacetime defense network.

How much of our Federal budget actually goes to public education? Less than 5 percent?

Education and the quality of life we develop in our society are inseparable. For this equation, we must put in an investment, before we reap a return.

We can afford to continue public education. What we cannot afford is its neglect. And if it is neglected, that burden will fall squarely upon the shoulders of our national Government.

Thank you, Mr. Chairman.

Chairman HAWKINS. Thank you, Mr. Mayor, for a very thoughtful statement.

The Chair will yield at this time to Mr. Goodling.

Mr. GOODLING. Thank you, Mr. Chairman.

I want to thank the mayor. There are portions of your testimony I could be accused of having written. As a matter of fact, your recommendations coincide with what I believe is the major responsibility, and perhaps the only responsibility, of the Federal Government in relationship to education and that is to make sure that every person, no matter who they are, or where they live, has an equal opportunity for a good education.

I have very few problems with your recommendations. We have already been told by the Republican-controlled Senate that they would very prudently look at the postsecondary education programs so that, as a matter of fact, we would go back to the intention of the program when it was originally started—which was to make sure that the disadvantaged, those who were the poorest, had an equal opportunity to go to school.

They have already indicated that any cuts that would be made would be very prudently made and would not affect the ability to get education. For example, savings could be achieved through multiple disbursements. By not borrowing all the money you need at one time to pay for various things then you don't have to pay as much interest on that particular debt.

You and I certainly see eye to eye on tuition tax credits and the voucher system. I have another thought about that. I say, as a matter of fact, that it would not only hurt the public schools, but it would destroy private and parochial schools, because it would bring the Federal Government into the business of telling them what to do and how to do it.

If you had one simple message that you would want us to take back to Washington to the Education and Labor Committee and to the Budget Committee other than those you have outlined here—what would that message be?

Mr. MORIAL. Mr. Goodling, I think that message would be this: that the budget deficit that we have largely results, No. 1, from the tax cut of 1981, from substantial increases in the defense budget and from inflation. That at the present time the defense budget has approximately $240 billion of unexpended money for fiscal year 1985 within the defense budget. That some adjustment must be made by the defense budget and that programs such as programs

for education and social service programs should not be destroyed at the expense of overbuilding within the defense budget.

I would further say to that budget committee, the issue of a new resolution in my opinion is nothing more than an effort in furtherance of new federalism. It is a new label. Because the effort is again to shift all responsibility to State and local governments.

I would add to one of the things Congressman Owens h[illegible] said, that pertains to the attitude and the philosophy and the ideology of the present administration. Not only do they think that defense is their sole responsibility. There are two other areas where they think the Government should operate alone and only in those areas; in addition to defense, foreign policy, and tax policy.

I would say to that budget committee, if they vote for this budget they are voting for local taxes. We will see the greatest tax increase ever witnessed in this Nation at the State and local level, because it is impossible for State governments, with the crisis they face, to make up what will be cut and for the cities to make up what will be cut if UDAG's are destroyed, completely wiped out, general revenue sharing.

And we should tell some of our friends in the Congress that the States have not participated in general revenue sharing since 1981. That the Treasury report dealing with surpluses in the States is not realistic.

Those surpluses are accounted for by only 10 key States in the Nation. And certainly local governments have no surpluses.

But we are the ones who provide the environment, we provide the quality of life for this Nation. The cities do. We provide the environment and the climate in which an economy thrives, which provides the funding for the engine of the Federal Government.

Cities do that. And we have the burden to provide those basic and fundamental services.

We share that great desire to reduce the budget deficit—everyone is deeply concerned about the budget deficit and the spiraling increases because they strike at the very core and the heart of the stability of this Nation.

But if we are to have a new revolution, we should have domestic tranquility at the same time, and we should not sacrifice domestic tranquility in the ever-building of increased proliferation of arms which will emasculate and destroy mankind.

Mr. GOODLING. May I just say that I would add seven recessions since World War II as part of our deficit problem and also indicate that David Stockman warned the Congress in 1980 that we were locking ourselves into some very high military expenditures if the Congress, as a matter of fact, approved the expenditures.

The Congress decided to do that. And, of course, I don't have to tell you how this happened. If they want to close a base in my district, I don't want that to happen. If they want a competitive bid for defense materials produced in my district, I don't want that to happen.

This holds true for all 435 other Members of Congress and the 100 Members of the Senate also. So we place a lot of the blame on ourselves.

Mr. MORIAL. It happens with me with the city council, too.

Mr. GOODLING. Thank you very much for your very fine testimony.

Chairman HAWKINS. Mr. Kildee.

Mr. KILDEE. Thank you, Mr. Chairman.

Your Honor, like you, I was a teacher in real life. You mentioned the tax increase—the President has said a tax increase over his dead body. But he hasn't talked about the dead bodies of mayors and supervisers throughout the country. Because there will be a tax shift if revenue sharing is dropped, as he proposes, UDAG's are cut as he proposes—there is going to be a great tax shift in this country rather than a reinvestment of taxes—it is where the taxes are going to be paid to a great extent.

What are some of the particular vocational educational needs that exist here in New Orleans, particularly, say, among the youth, and how can the Federal Government address itself to those vocational educational needs, because he proposes also a freeze here.

Mr. MORIAL. I think it is time for the Federal Government to do something on an innovative and exciting basis as it relates to secondary education, to draft some legislation which might provide some stimulus at the local level for technical education, and target it in relation to the industrial activities that exist within those communities, and to make those awards and grants on a competitive basis—not necessarily solely entitlements.

Some entitlement moneys. But do it on the basis of a competitive program that might do some stimulation of economic development at the local level, so that we might be able to marry vocational and technical education with the service needs that we have within our respective communities across this country.

Our basic problem in this community is that we are a service community. The port and tourism are our basic industries. We have no heavy industrial activity within this city or within this region like you might find in Michigan or in some other more industrialized areas of this Nation.

So our technical training and vocational training should be geared based upon forecasts of needs within our community and working with the business and labor interests within the area to fashion a program which would address the potential for the future, to encourage job development, job creation, wedded to whatever those needs might be.

I think if a program was tailored in that fashion, and put on a competitive basis, so that we would stimulate creativity at the local level, encourage some initiative at the local level, to develop programs, rather than dealing with the traditional mode for training, it would be extremely helpful to this community.

Mr. KILDEE. Thank you very much, Mr. Mayor.

Thank you, Mr. Chairman.

Chairman HAWKINS. Mr. Owens.

Mr. OWENS. Mr. Mayor, my colleague from Chicago, Mr. Hayes, mentioned before, there is a high academic dropout rate in cities like Chicago and New York. To what degree do you face the same problem in New Orleans? With the high poverty rate you have here, how much of that population, the poor population, will be able to qualify for jobs in the defense and high tech industries?

Mr. MORIAL. Not a substantial number of them. While we have had a great increase in high school graduates, as is true throughout the Nation, we still have a substantial degree of dropouts. But the dropout rate has reduced because we do have these truancy centers.

We are getting hold of the young people before they have extended periods of absenteeism which lead to a dropout rate. I was a juvenille court judge for a number of years. The truants were brought into the court, which is a social problem, it is not necessarily one which requires judicial intervention.

They were brought into the court in March, April, and May, at the end of the school year, after they had been out of school for 65, 70, or 80 days. With our truancy centers, we now are intervening at an early point and aborting extended periods of absenteeism, and that in and of itself is contributing immeasurably to reduction in the school dropout rate.

I think if studies were made on school dropouts we would find a variety of factors—a long litany, I guess like the litany of saints, of reasons why young people drop out of school. I experienced a situation when I was on juvenille court that was shocking to me.

A school in an area near public housing, the kids would arrive at the school gate about 8:30 or 8:45. I don't remember what time, but the gates were locked. Now, these children came from a single parent household where the mothers left to go to work, and she left the children at home to go to school.

Well, you know, the tendency is unless children come from a very motivational family, they are apprehensive about going to school in the first place. So the children would tarry enroute to school.

But when they got to school they could not enter, they were locked out, because they were tardy. And they did it by design. I think you might find examples like that throughout the country.

It is situations where we have seen on television—the kid dribbling his basketball outside the school yard with a chain link fence. He cannot use the facilities in the afternoon to play basketball.

We have to counter those measures and cultivate an environment in my opinion where school life is a happy place, it is a healthier environment, a place where children want to be, rather than a place where they don't want to be. And some of that assigns itself to some of the problems we find with the teacher training in my opinion.

We spend such a substantial amount of time in teacher education programs teaching methodology, tests and measurements and techniques of teaching subject matter, and then it is not made exciting for children and encouraging to them.

Our school dropout rate is not distinctly different than the national ratio.

Mr. OWENS. How do you fund your truancy centers? Does the city provide the funding?

Mr. MORIAL. We provide some of the funding. We have gotten assistance from the State. We provide specially trained police officers to work with social workers and school personnel to man those truancy centers. Instead of a child being absent and taken by the police and bringing to a juvenille detention center and then going

through the court process, we divert that child away from the court, the institution of the judicial system, and put him in a setting where the social services are available to him, because those are the reasons why that child is not going to school in the first place.

It might be a variety of instances—whether he has a lunch, the clothes he wears, whether he has a nickel in his pocket one day. All of those are social and psychological factors that affect school attendance and contribute substantially to school dropouts.

Mr. OWENS. Thank you.

Chairman HAWKINS. Mr. Hayes.

Mr. HAYES. Mr. Mayor, as one who grew up as part of the disadvantaged and later became what I consider to be a protector of the disadvantaged as a union leader, I know precisely what you are talking about in many respects.

I think you are on target. I notice in the paper you have to try to salvage and save the Saints here in New Orleans, and I want to see you do that.

But the thing I am particularly concerned about is as head of the Convention of Mayors, I noted you are going to be traveling to several cities—you were just in Chicago, I think—I wonder if you would focus your attention on this problem, the annihilation of the public ED system, as one of your main points, so as to begin to arouse assistance for these cities—as to the dangers that lie ahead if we don't begin to resist what is happening—particularly to those disadvantaged—whether or not there is a point on the agenda of the Conference of Mayors.

Mr. MORIAL. We are trying to emphasize the impact of these various proposed budget cuts and the proposed tax policy on cities throughout the country in order that we might develop and build a constituency of support for our allies in the Congress, as to what they might wish to do, so they might hear from their constituencies, which is ours as well, the impact and effect of those proposed budget cuts, if they are enacted in toto by the Congress.

And I think we are developing something, because in Chicago last Monday and again in Boston on Tuesday, we had a bipartisan group of mayors—bipartisan, Republican, and Democratic mayors—expressing their deep concern about these proposed budget cuts.

To me that is extremely encouraging, to me that should strengthen the case of those persons in Congress who want to look at this whole matter of the spiraling budget deficit and find some alternatives to what the President has proposed.

I often say as a mayor, man proposes and God disposes, man being the executive, God being the legislative branch.

Mr. HAYES. Thank you, Mr. Chairman.

Chairman HAWKINS. Mrs. Boggs.

Mrs. BOGGS. Thank you, Mr. Chairman, for giving us this opportunity.

Thank you, Mr. Mayor, very much for cooperating as you always do and for being so receptive and gracious to the congressional groups that come here. You have created an atmosphere in the city that makes the congressional committees wish to hold hearings here.

And we thank you for your very excellent testimony just this morning. It was so comprehensive about the specific programs to which you feel we should maintain.

I would like to add for my colleagues to what the mayor said about juvenile centers. I am the chairman of the task force on crisis intervention of the Select Committee on Children, Youth, and Families. The mayor participated with us in hearings on the juvenile justice system in a regional hearing held in New Orleans last spring.

These centers are real testimony to the school system, the juvenile justice system, and to the city—social workers and all the people involved—because they are preventive centers. I think it would be very wise to ask a staff member to go to one of the centers to see the remarkable work being done; 93 percent of the young people are able to go back into the normal school system and to successfully complete and to graduate from high school. I congratulate you especially on that.

Thank you, Mr. Chairman.

Chairman HAWKINS. Thank you.

The questions indicate the great enthusiasm with which your testimony has been received. There are many issues involved in it and I think the committee will profit from following these up. We will not take the time today, but we will establish contact with individuals responsible for some of the ideas, particularly the truancy program which seems to have been of great concern to several of us.

It will probably be an excuse for some of our staff to come back to New Orleans to view it, but I think it is worthwhile.

Again, I would like to thank you for your testimony and express the wish, not only as mayor of the city, but your leadership on the Conference of Mayors, throughout this country, that the message that you have given to us will be given to others, and I am confident it will have tremendous impact on the field of education.

If there are no further questions, again, we thank you.

Mr. MORIAL. Thank you so much, Mr. Chairman. Send the staff back during another festival—April 12, 13, and 14, our French Quarter Festival, is a good time to have your staff visit the city.

[The opening statement of Hon. Lindy Boggs follows:]

OPENING STATEMENT OF HON. LINDY (MRS. HALE) BOGGS A REPRESENTATIVE IN CONGRESS FROM THE STATE OF LOUISIANA

It is a pleasure for me to be here this morning as the Subcommittee on Elementary, Secondary, and Vocational Education will be taking testimony from State and local officials on the effects of budget cuts, current trends, the effectiveness of current programs, and the future directions for new federal aid, and specific local problems. I am especially grateful to you, Mr. Chairman, and the other members of the committee for holding these hearings in New Orleans, and for allowing me to participate in the proceedings.

Nothing more clearly indicates the intimate relationship between economic progress and the well being of people than education. It is the only mechanism that provides the fullest possible development of every person's capacity to learn and to apply that learning to make a better America.

Our society, if it is to maintain social stability as well as economic vitality, must effect a great transition in which education is a critical process.

This will be a transition of new priorities, to alternative economic structures in some areas—to new attitudes and values on behalf of managers, producers, consumers—to a population skilled to coping with the stresses as well as opportunities for personal creativity inherent in modern society.

It is absolutely critical that attention be given to the process of education at every level if this transition is to occur.

In the latter part of the 1980's and in the decades ahead, this country will require masses of educated people, educated to feel and act as well as think.

For those young people who fall behind—whose opportunities are diminished because of the failure of this generation—these lost opportunities may never again be recaptured.

The child who entered our schools last fall will be entering the labor force about the year 2000. With the technology advance already made, just imagaine the shape and working of the society in which they must function as parents, workers, and citizens.

We stand on the verge of a new age, a computer age when medical breakthroughs will add years to our lives. In formation retrieval systems will bring all the world's great literature, music and drama into the family home. And advances in space travel will make the Space Shuttle Columbia look as old-fashioned as Lindbergh's plane, the Spirit of St. Louis.

But if our children are to take their places as tomorrow's leaders, they must be taught the skills that are needed, if America is to offer greater economic opportunity to her citizens, if she's to defend our freedom, democracy, and keep the peace, then our children will need wisdom, courage and strength—virtues beyond their reach without education. In the words of Thomas Jefferson: "If a nation expects to be ignorant and free—it expects what never was and never will be".

Education to be adequate for their needs must teach then now how to overcome new problems as they arise, as well as to cherish and preserve values of the past. Adequate education must prepare students not just to earn a living, but to live a life—a creative, humane and substantive life.

One may ask—is this goal in danger? Various reports now find our schools to be inadequately preparing students for the future. The indicators of poor performance include declining test scores; the extent to which institutions that receive our high school graduates have to implement remedial education and training programs;

The high degree of functional illiteracy in the population; and the Nation's poor showing in international comparisions of student achievement.

Recommendations for improving public education have received much attention since the release of the U.S. Department of Education's National Commission on Excellence in Education. Additional impetus to this discussion has been added by reports from the 20th Century Fund, the Education Commission of the States, the National Science Board, and the Carnegie Foundation for the Advancement of Teaching.

These reports are not contested readings of how well our schools are functioning. Some would contend that our schools are succeeding in meeting certain challenges posed by the preceding several decades. A far larger portion of our youth receive a full 12 years of schooling which does not happen in some industrialized countries.

Access to high school has been expanded to many minority groups and to the economically disadvantaged. Indeed some would argue, the problems identified today are the result of that very success in expanding access to secondary schools.

The Strength of State and local education reform movements depend considerably on fiscal heatlh. The public's concern about the quality of education and its willingness to pay for quality even makes tax increases politically feasible in many States. But state fiscal health is threatened by continuing large Federal deficits. A continued strong economy and development of less expensive ways to meet the goals of education excellence seen esential to continuing success of education reform.

Many States, including Louisiana, have enacted major reforms, such as teacher compensation, stiffer requirements for high school graduation, and school finance changes to name a few.

I believe the Federal response are somewhat limited to curriculm and teaching.

In general, there may be several broad categories of possible Federal response, they are funding and mandates, incentives, research and models, dialogue and consensus building, and continuation of the current role.

As a mother, former teacher, and U.S. Representative, I have dedicated a great deal of time and attention to improving education for our citizens.

I have no problem with the fact that State and local governments have primary responsibilty for education, however, I firmly believe that the Federal Government has the primary responsibility to identify the national interest in education. Therefore, the Federal should also help fund and support efforts to protest and promote that interest.

It is by our willingness to take up the challenge and out resolve to see it through that America's place in the world will either be secured or forfeited. Americans have succeeded before and so we shall again.

Thank you very much.

Chairman HAWKINS. The next witnesses will be a panel—Dr. Charles E. Martin, superintendent, New Orleans Public Schools, and John C. Rice, Jr., associate superintendent for government programs, Louisiana Catholic Conference.

Dr. Martin and Mr. Rice, we welcome you. All your written testimony will be printed in the record without objection so it is not necessary just to repeat what your statements say, but you may deal with it in terms of highlights, or deal with it as you see fit. The statement itself will be printed in the record as if you had given us every word.

Dr. Martin, we will call on you first.

STATEMENT OF CHARLES E. MARTIN, SUPERINTENDENT, N ORLEANS PUBLIC SCHOOLS

Mr. MARTIN. Thank you, Mr. Chairman, our own Represe. ative Boggs, members of the committee.

I have prepared for you a rationale behind my thinking and my approach to the problems of urban education. I shall not attempt at this time to—nor insult the intelligence of the committee by attempting to read that. Instead, I would like to address with your permission some of the problems that I see facing urban education, particularly in New Orleans, as well as other parts of the Nation.

I would like, first of all, to welcome you to New Orleans on behalf of the school board and of the administration. I hope your stay here is pleasant. I also appreciate the opportunity afforded me in addressing this committee.

New Orleans is similar to most urban centers, large urban centers, throughout this Nation, with one possible exception. We probably have a higher percentage of students enrolled in private and parochial education in New Orleans, and a greater orientation toward private and parochial education here.

Our school system, we have approximately 84,000-plus students. They run 60,000 students in the private and parochial section. Of the 84,000 students that we serve in New Orleans, 85 percent are black, 2 percent other minority, and about 13 percent white. In the numerous validation studies and the research, in the attainment of knowledge about urban education, we find the same three problems here that you find in all of the urban settings. Education, crime, economics, unemployment, and all of these are interrelated.

My thinking is also conditions by statements that have been made, pronouncements by others, as well as that which history records. And that is that numerous nations and numerous empires have crumbled, not because of the superiority of the conquering force, but because as nations and as empires we failed to respond to the needs and the problems of our particular society.

Now, specific to the New Orleans public schools and some of the approaches being taken at the national level at the present time, first, the impact of any cut in our nutritional programs. In New Orleans, out of the 84,000 students that we serve, 51,000 are on free

lunch. It gives you some indication of the poverty, the economic level of our community.

And we have an additional 4,000 students on reduced lunch costs. In a breakfast program in the school system, we have 14,000 students on free lunch. In addition to the nutritional effects on our students, your teachers cannot teach, our students cannot learn when suffering from this type of a setting or situation.

So it would have a tremendous impact on us, as well as all urban centers, in terms of our nutritional program.

We are also faced here, as in other areas, with a teacher shortage each year. I am referring now to the student loan programs. I hate to see these cut. I also think that in terms of our student loan program, that we should build in some incentive type program, in-service program, for giving scholarships to entice people who go into educational settings in inner-school urban areas.

We have at the present time an annual shortage of regular teachers in the neighborhood of 300, which impacts 10,000 or 11,000 students, which means that they in all probability are receiving substandard teaching.

In addition to that, we serve 11,000 students in our special education program and 40 to 50 percent of these teachers are noncertificated or nonlicensed. And it is very difficult to entice teachers to go into the teaching profession in terms of that which we have to offer at the present time.

In research and development, which I think certainly is an appropriate role for the Federal Government, their involvement, very little money, if any, is available at the State and local level for reserach and development, particularly on those problems that transcend State lines.

We need this type of information. I cannot think of any organization or establishment in existence other than education who places so little emphasis on research. We have remained far too long in the rigidity of unexamined educational practices, and we need this incentive, we need this effort.

In our Chapter I Program in New Orleans we are serving in excess of 14,000 students and most of these students, the higher percentage of these students, are in double remediation courses—language, arts and reading.

In terms of the 14,000, with the level of support for our Chapter I Program at the present time, we are only serving approximately 50 to 60 percent of our eligible students, because to do any more or to serve more would simply water down to ineffectiveness for all.

So we have that cutoff. In terms of our Chapter II Program, the block grant programs, in my opinion the move to the Chapter II block programs was unfortunately a move to general aid to education rather than specific and catagoric.

It is noncompetitive. There is no incentive at the present time and I would like to see consideration given back to some categorical areas in our Chapter II Program.

The bilingual program—the mayor mentioned this—we have 2 percent of our population, minority other than black, as I mentioned. We have a high concentration of Indo-Chinese and Spanish students. Yet we are only able to serve at the present time 300 students in these two areas, with the present level of funding.

These are some of the major problems that we face in this system, as we are nationwide. As I indicated to you, in the particular handout I gave you, it explains more of the rationale behind it.

Thank you very much, Mr. Chairman.

[Prepared statement of Charles E. Martin follows:]

PREPARED STATEMENT OF CHARLES E. MARTIN, SUPERINTENDENT, NEW ORLEANS PUBLIC SCHOOLS

I appreciate very much the opportunity to meet with you today. I am going to address the problems of education specific to New Orleans—and at the same time indicate to you that these problems are characteristic of all urban centers. I know this to be true from studies and travels throughout this Nation of ours.

Several years ago I conducted a study of education in the metropolitan New Orleans area. Since that time, I have conducted several similar studies, which can be considered as components of the more comprehensive study undertaken earlier. More accurately, and specifically, since August 18, 1980, I have completed an extensive and exhaustive analysis of the school system. The conclusions of each of the studies support one another, indicating several need areas. I have purposely, for this meeting, delienated the findings into three distinct areas.

Concerns and directions for education should evolve out of a recognition that there is no major social issue, no major economic issue, in fact, no major problem in community life—from whose solution education can be justifiably excluded. Neither can we base our plans any longer for our schools on judgments of where our students and our community have been; we must look to where we are going. We can no longer doubt that we are going to live longer—in fact we have already arrived at a time when we can expect to live longer, keep our health, and remain active far longer than we have ever dreamed possible. Longevity is more likely to become the rule than the exception.

And we know that the human race has already accumulated such a vast reservoir of knowledge that a lifetime of schooling would never suffice to pass it all on to our students. We must recognize that we can't begin to teach a single student more than a minute fraction of the knowledge and information he/she will need in his/her lifetime. We can't even be sure what information he/she will need. But we can direct our energies and our efforts toward teaching our students how to learn and how to find what information they need.

We know that the vast majority of our students will live in the great urban centers of the world. A majority of our population already reside in such centers, and their numbers are increasing annually. This tells us that they will undoubtedly live and work with people of widely different backgrounds from their own. Our cities are peopled with all races, nationalities, social classes, religions, vocations, professions, interests, and vested interests. Communication among all these segments of our society and understanding of such human differences are crucial to the very survival of man.

We know that work in our world and our students' world is becoming increasingly specialized; and that profitable employment is for the trained and the skilled.

And we know that learning—education—is taking place every minute of our lives. The schools have never been the sole providers of learning; nor should they purport to be. It is rather the educator's purpose to pull together the relationships of learning and give them direction in the context of our total social directions.

These are some of the broader and more general thoughts that should color our views on educational planning.

More specifically, we should recognize that New Orleans is a city awakening in the recognition of itself as an urban center, and that the stabilization of this urban center and its future development have great significance to the entire surrounding area. And we should be convinced that education is an integral and inseparable part of that stabilization and of that developmental process. We should view the area's needs as distinctive, and consider those distinctive needs to be a mandate for the type of programs we should plan and implement in our school system. We should be concerned about the development of civic leadership among our capable young people. We should be concerned about our disadvantaged students. We should be concerned about our college-bound youngsters who must compete with students from educational districts where newer and more effective teaching-learning methods are receiving full support for their accelerated development.

Briefly stated then, our purposes should be: (1) to build a strong school-community partnership for the development of sound educational programs; (2) to provide edu-

cational services which will meet the divergent needs of the total community; and (3) to afford the kind of supportive services that will help our teachers teach and our students learn.

There is much in the traditional programs of our schools that is sound and deserving of perpetuation. There is much that warrants change and improvement, as new and better methods, materials, and organizational patterns are tested and proved effective. It is the balance between "something old and something new" that we should strive to achieve in our schools. It should be our firm hope that we can introduce improvements in ways that will not be disrupting during the process of change. It should be our intention to base the directions for change on the firm ground of research. Once educational innovations have been tried and proved sound, it should be our commitment to incorporate them as quickly as possible into the overall design for the schools of New Orleans.

To accomplish these purposes, we should make every effort to keep our professional staff informed and knowledgeable about new trends in education. We should use all available resources to introduce sound new practices when they are appropriate to our students' needs. We should place strong emphasis on in-service programs which will permit teachers to study and develop the new skills they will need for the implementation of programs. And we should arrange pilot situations for each innovation.

This approach to school system programming permits us to maintain a desirable stability in our total curriculum while we work for constant improvements. Those aspects of the traditional program which have proved sound and effective continue to serve as the core of our operations. Pilot programs will allow small groups of teachers or schools to demonstrate effective techniques and organizational patterns.

But the transition to so much that is new in education is not easy; nor can it be accomplished overnight. Indeed, it shouldn't be. And neither should it be accomplished solely on the basis of the judgment of one segment of society. I think our most important single task in education today is to involve the representative thoughts of our total society in educational planning. School efforts should grow out of the best and most creative thinking which our full professional staff at all school levels, coupled with the thoughts of the entire community in all its segments, can bring to bear on the task. I believe that we can move soundly and effectively by such coordinated efforts.

I also view school support as a proper function of all governmental levels. We should pursue a practice of seeking funds from local, Federal, and private sources which can be used in support of the programs we deem essential to quality education in our city.

But the monetary support is not the only kind of help we need and want. We want the active and energetic concerns from the the total community for school directions. We need to be in constant dialogue with the city's leadership, its churches, its businesses, its professions, its capital, its labor, its butchers and bakers and candlestick makers. We should want our directions to be the right ones for the entire community we serve. If, in fact, we commit our schools to the attainment of these objectives, how does our school community measure up to the necessary ingredients for effective action? Observations and personal beliefs have been outlined in the succeeding sections of this paper.

EDUCATION—A COOPERATIVE RESPONSIBILITY

The development of effective educational programs demands that we focus the best minds and the strongest leadership in the metropolitan area on a design for its educational programs.

It is a simple fact that we who are educators and members of the school staffs cannot provide educational programs for the area. We can only share with the total community in that common responsibility, bringing our professional skills and perspective to bear on the task. But the perspective, the skill, and the active involvement of professional educators is never enough. There is no segment or facet of social life in this area which is without educational needs that are peculiar to itself. Neither is there a single vantage point from which the common educational needs of all those who live in the community can be fully and clearly determined.

And there is no single window through which all the members of the community can view the needs of the schools. There is no common tongue with which to make those needs known to all. There is no one scale on which educational needs can be weighed for the determination of priorities in relation to the host of other needs of the city.

Every major problem in the social life in New Orleans is a problem for education; every educational problem belongs to all who reside in the city. In this thought, let me share two major concerns that I have.

I am convinced that among the vast majority of those people who comprise the community's leadership, there is an actual lack of awarness of the city's most serious problems. The conditions of poverty are rarely viewed by those who live in relative plenty. Our major throughfares are not channeled through the imporverished areas. Our affluent citizens rarely drop in for coffee at the public housing projects, where, for the majority of familties, the welfare check is the sole source of income. But the children of these neighborhoods drop in and out of our school's with demanding regularity.

Those who are born to the full life of an educated culture have little opportunity to communicate with those who are born to the world of illiteracy. Those who inherit the favored positions in our society live in virtual isolation from the milling unrest of those who are nurtured by racial and social class discrimination. But both the barrenness and the unrest flood our classrooms.

And with or without this direct awareness, these circumstances do touch, with increasing pressure, every individual in the city. They do affect the lives of all those who only seem to live apart. And the view of those circumstances which educators see creating a ferment among our students is still the best, single predictor of the city's social directions.

My second concern is closely related to the first. We who deal directly with all the city's children, and who are charged with the responsibility for declaring their needs, find ourselves operating in the frustration of what seems to be a credibility gap between the community and the educational establishment. When we speak of hungry children, of those with seriously disturbed personalities, of alienation among large numbers of our young people—when we describe the deficiencies of our school plants and equipment—when we report the exodus of our key personnel—I often sense a widespread disbelief.

Perhaps the poet, Keats, was correct when he wrote, "nothing ever becomes real until it is experienced."

But I believe that educators can communicate with those from industry, business, capital and labor, the sciences, the arts, and the professions—with those in government, the news media, and the various other social agencies which serve the city. And I believe that a society, aware of its problems, can and will collaborate for their effective solution.

EQUAL EDUCATIONAL OPPORTUNITY—EQUITY

Schools have an affirmative responsibility to provide equal educational opportunities for all students. To commit their resources and talents to anything less is morally wrong, educationally unsound, and in direct opposition to both the letter and the intent of the law. Efforts and planning, consequently, must be directed toward the accomplishment of equal educational opportunity in our school systems. This goal has not yet been accomplished.

We should take the position that equal means something more than same. I must take note, for purposes of clarity, that equalization is a need related to both race and economic class. Wherever the cumulative effects of racial discrimination or economic inadequacy or both have created situations that block students, young or old, from the realization of an education which will help them improve their lot, then opportunity cannot be considered equal without compensatory provisions. In order to do the teaching job that is needed in school districts, we must concern ourselves with the health and nutritional needs of our students. Hungry children or those whose blood streams are poisoned by dental decay can hardly respond to even our best classroom efforts and we must provide strong guidance, and social work, and psychological services. We must direct our attention to school-community coordinated programs that can reach and affect the home environments which so surely defeat school learning and progress. And we must provide educational services for adults and youth which can lead them from dependency to self-support and self-respect. We must design new programs and experiences for those whose barren out-of-school lives have stunted their capacity to respond and marked them with a leaden apathy. And to do these things, we must afford our teachers full support and assistance and direction for the development of new programs and the acquisition of the necessary teaching skills. And we must find ways of breaking the pattern of de facto segregation which defeats our best intentions.

We delude ourselves, indeed, if we think core city education can be provided at the same cost we allow for other school situations where the factors I have described of not prevail.

FEDERAL—STATE—RELATIONSHIPS—ATTITUDES

It should be our contention and conviction that the responsibility for effective educational programs corresponds to the three-way partnership that characterizes our federalistic system of government; that education for the future must be developed through the independently exercised but closely shared responsibilities of the three levels of government.

Two major action areas for shared responsibility are vital if we are to enhance and renew the capability of our educational system. The first is that comprising research and development, planning, demonstration and dissemination. The second major area of need is that of finance.

State: The State should hold the strategic position of power in education, but their exercise of this power will ultimately be the most significant factor in determining the character and vitality of education in our Nation.

Local: The primary role of local government units in education should be to make and carry out those decisions most intimately connected with the educational growth and development of students; to determine what means should be used to meet standards; and to preserve and exercise the options in educational practice available for meeting special problems and special opportunities.

Federal: The role of the federal government in education is not to substitute for or take over in any sense the responsibilities and functions of states and localities, but rather to carry out their task with maximum effectiveness. The unique feature and obligation of federal participation in education is that of perspective—perspective which allows for the identification of these problems and needs that transcend State borders and thus require a broader approach, perspective which permits the overall appraisal of the needs and progress of education that can serve as a basis for the development of a nationwide strategy for the continuing improvement and renewal of the educational enterprise, and the marshalling of the resources to facilitate it.

SIZE AND TASK OF EDUCATIONAL RESPONSIBILITY

About one-fourth of all the people who ever lived on Earth are now alive. Cybernation, automation, and computers are adding to the problem. The job ahead is to prepare for a time when relatively young men and women will have to assume responsibility for running a country vastly different from the one we know. They must be sufficiently educated to participate meaningfully in the making of crucial decisions. Even though there are many and sincere dedicated professional personnel in education, innovation today is no more than a half-baked, "off-the-top-of-the-head" process of label changing. There are still too many traditional approaches to education.

Efforts must be expanded to include upgrading instructional programs, extension of education both downward and upward, reorganization of school system, teacher education, support levels, staffing patterns, et ceteras, discussed elsewhere in this paper.

EDUCATORS MUST ASSUME A LEADERSHIP ROLE

We haven't always done this. A recent study reported on the historical development of public education in California. Of all the developments only two came about as a result of the leadership of the profession. How many of the developments in our area came about as a result of educational leadership? We have reacted to external pressures rather than assuming the leadership role; yet we know more about education and educational needs than any other group. I think we can be assured of the fact that if as a profession we do not provide the necessary leadership some other group will provide it. Most of the changes, if any, that are occurring today are a result of our reaction to the availability of funds and requirements or guidelines necessary for participation in these funds. In short, we have been forced to think.

Many societies have crumbled because the dreamer and the orator had neither the drive nor the ability to reach their goals. On the other hand, the practical man without vision or plans has left some real monstrosities to remember. We need leadership development programs.

TEACHER EDUCATION PROGRAMS ARE IRRELEVANT

When we refer to teacher we should think in terms of administrators, directors, supervisors, classroom teacher, and so forth—in short, all of the professionals. They wear different hats, have different functions, but they are teachers.

At the possible expense of isolating some of my colleagues, I must conclude that the majority of teacher-education programs are in trouble. They are unrealistic, outdated, unimaginative, and not relevant. They are primarily professional and content oriented, degree and certification directed. Unless and until we can adequately prepare teachers to implement innovative and creative programs, whatever developments we may envisioned will have gone for naught. Teacher-education must become a shared responsibility encompassing Federal, State, and local participation and commitment, with local districts and institutions of higher education cooperatively determining, and participating in developing and implementing programs. In-service programs for teachers already in the field must be a vital component of a new direction. Incentive programs, that is, scholarships, to attract competent teachers, are needed.

RESEARCH

Research capability, both from the standpoint of professional sophistication and financial support, is woefully lacking. Each school district should have a research and development capability. To develop this capability will require adequate financing, for at the present time, very little, if any, money is allocated for research. The function of research and development centers would be to develop improved methods and materials of instruction and to involve teachers and others in the development of new curricula.

AGENCIES ARE ESTABLISHMENT-ORIENTED

What is the nature and purpose of our establishment? Are we too concerned today with the perpetuation of the status quo or are we committed to the development of quality programs? Does the existing establishment inhibit or facilitate our basic purpose? Are we concerned with "what is accomplished" rather than "who receives credit?" Do we look for reasons "why we can" rather than finding excuses "why we can't?" Is our organization flexible and adaptable—capable of dealing with new problems and situations, or is it rigid, almost incapable of adjustment? Is the administration courageous, willing to place their necks on the chopping block every day, or are they security conscious? Do we have the attitude "don't rock the boat?"

I see establishments entangled with other establishments in arrangements that are often unwieldy and at odds with each other. I see a network of social agencies struggling on the one hand to pool their resources, yet straining on the other to maintain their autonomy—often overlapping in function but trying desperately to learn a common tongue. And I see most surely an educational system still patterned in traditional molds.

We must move away from the day-by-day or year-by-year planning. This will demand and require the involvement of many segments of society, for the problems are too great to be confined to the boundaries of a single establishment. Our obligations in terms of populations served, problems encountered, technical knowledge and know-how, business and industry, have for many years overflowed the boundaries of the existing establishment. Collectively we will have the vision to develop relevant programs for now and the future—alone we cannot.

Chairman HAWKINS Thank you.

We will hear from Mr. Rice before we ask questions. Mr. Rice.

STATEMENT OF JOHN C. RICE, JR. ASSOCIATE SUPERINTENDENT FOR GOVERNMENT PROGRAMS, LOUISIANA CATHOLIC CONFERENCE

Mr. RICE. Thank you, Mr. Chairman.

Mrs. Boggs, members of the committee, I was asked to appear here representing Mr. Howard Jenkins, the superintendent for the Catholic school system here in New Orleans. My background is a little bit more extensive in terms of experience and I think I should

mention that briefly to you because I will be giving you some generalizations.

I serve in the capacity of associate superintendent in each one of the six catholic diocese in the State of Louisiana. So, I have some feel for what is going on in that dimension. In addition to that, since entering Federal programs work in 1970, I have served continuously as a member of a commission advising the U.S. bishops on Federal education legislation, in putting together national surveys of nonpublic participation, in testifying before Congress in 1972, 1973, 1974, 1976, 1978, and onward.

So, some of my remarks transcend what is simply proper to the city of New Orleans itself.

The first thing that I would like to say on the part of the nonpublic sector is to thank Congress and the Federal Government for having gotten involved back in the sixties in education and for having made possible many of the good things that have come about.

I think that that is perhaps overlooked frequently, and I have been in hearings where testimony was given, that we all know it and we all mean it, but it really needs to be said.

I will be presenting to you written testimony. I ask your permission to please send it to you by mail. When I first received this assignment I was in Washington at a committee looking at title II. I came home to help out some people on the asbestos questionnaires, which must reach our State Governor by tomorrow, and just returned from Washington yesterday on a chapter II conference.

But I will have a formal statement. And I intend merely to hit a few highlights with you now.

Turning to chapter I, I would ask you to please remember that when testimony was before you to revamp the whole structure of ESEA, virtually every constituency suggested to you leave title I alone. This is why we ended up with chapter I standing in and of itself unblemished or untouched with the consolidation that took place in chapter II—and if you will recall the efforts to incorporate both chapter I and the Education of the Handicapped Act.

I encourage you to maintain it in that same form. As Dr. Martin so aptly tells you, it certainly is not reaching all of the eligible students. We have lost numbers of participants.

I would certainly suggest to you also that you give little credence to the notion of ever vouchering chapter I. It is working, let's not meddle with it.

Chapter II, from the perspective of the nonpublic schools, is perhaps the best. It always consistently has been—as was its predecessors, title II and title IV-B.

The nonpublic school community likes the idea of having the opportunity to address different needs and likes the flexibility that is in them.

I would suggest to you that you will have heard testimony to the effect that with chapter II vast amounts of money have gone to the nonpublic schools that were not getting them before. Please examine that legislation a little more carefully.

I think if you do, you will find because of the way chapter II functions, that small school districts are receiving more funds than they did before, and as a result, some of the schools, the nonpublic

schools, are sharing from that dimension. It has not been what some would have you believe to be a nonpublic windfall.

With respect to 94-142, unmistakeably we need more funds there. As a matter of fact, if we could borrow from the notion of what has been done with the excellence in education in math and science, perhaps something should be addressed in the form of a definite Federal effort to encourage teachers to enter the field of handicapped education.

From the perspective of the nonpublic school community ones again, I would ask you to consider the possibility of looking at the language in terms of bypass. We all know that there are two dimensions of that.

One is where the State constitutionally is prohibited from providing services and this exists in most Federal education legislation. It was amended into 94-142. That is applicable to 4 of the 50 States.

On the other hand, the other dimension is the possibility where the State or the LEA fails substantially to provide. That provision was not placed in 94-142 and I believe that it should be. In saying this, I will tell you at the same time, I am not in any way relating this to the State of Louisiana.

We have extraordinarily good working relationships between the public and the nonpublic schools. I also run a private, nonprofit corporation which has a contract with the State of Louisiana to provide services to children in private schools—Catholic, Episcopal, Lutheran, Hebrew, nonsectarian.

Yesterday in Washington I signed a contract with the U.S. Department of Education for a small grant, a research grant, to document what we have done in this corporation in the last 4 years because it is considered unique in the dimension of cooperation that exists between the States, the LEA's and the private schools.

So, my comments are not addressed at my colleagues in the State of Louisiana.

From a perspective of also working presently with the American Institutes of Research as a member of a steering committee of theirs, studying chapter I, as you have required, to come back to you with testimony before the next authorizations, there is, I would think you will find, a need for some reexamination of the advisory committee role.

Almost without exception, advisory committees at the local school building level as they were mandated under title I have ceased to exist. The number of advisory committees existing at the district-wide level has extensively declined and is continuing to decline even more.

If you are seeking local community input, it does need some strengthening from you if it is to take place. I would suggest that it has been difficult at times in the beginning, and I sat on many of them—at any one time I think I was on nine title I advisory committees in this area.

One of the difficulties was unfortunately that we went into it and didn't perhaps provide adequate in-servicing for people participating in it. But there is value there.

With respect to the math-science legislation in title II, I am concerned about the head count, because it is stated in the legislation that the nonpublic school students and teachers will be participat-

ing but the head count is based only on the head count in the public school system.

This is not what is done, for example, in title II. If LEA is going to be expected to be sharing or providing opportunities for participation of those in the non-public sector, it certainly should be able to count those in the numbers that would generate the funds that it would receive.

Second, in that legislation, you might want to examine it, because we are somewhat concerned about the opportunity that non-public will have to participate in that portion of that legislation which is administered by higher education.

It is quite clear with respect to elementary and secondary. It is not clear with the higher education.

With respect to school lunch, I endorse completely everything that my colleague, Dr. Martin, has said to you. Children who are hungry are not alert, they cannot learn. We certainly need that.

From the dimension of the non-public school, we have one added concern. All of the benefits that have gone to children in the non-public schools have been based on the child benefit theory. This one is one exception. For in the legislation it states that if the tuition of the school exceeds $1500, the children are not eligible.

I suggest to you that the tuition of the school has nothing to do with it. We have some schools with tuitions that are higher than $1500, but there are children attending those schools who pay no tuition or who pay a token amount of $50.

Because of the school, I do not think the student should otherwise be deprived. We would very definitely encourage you to address reauthorization with increased support.

And my final point is the asbestos legislation. This year, and I know money is tight, we are looking at $50 million. A partial estimate of the need of the State of Louisiana as of December 28 was $35 million. And ultimately the only way to deal with the asbestos is not encapsulate it. You have to go back and check it because it can always be punctured. The only thing to finally do with it is to remove it.

Thank you very much, Mr. Chairman, for the opportunity to address you.

Chairman HAWKINS. Thank you, Mr. Rice.

Mrs. Boggs, do you have any questions?

Mrs. BOGGS. Thank you, Mr. Chairman.

I thank the witnesses very much for being here today. I know their testimony will be helpful to the committee in its deliberations. I do thank you very much.

Chairman HAWKINS. Mr. Goodling.

Mr. GOODLING. Two very quick questions and a comment. First of all, I was happy to join with the late Congressman Ashbrook in making sure that we didn't destroy title I. Of course, Senator Stafford led that fight in the Senate.

My question would be to both of you. How many free and reduced-price lunches do you serve?

Mr. MARTIN. I had the figure here. Around 60 percent—60 to 65 percent.

Mr. GOODLING. Not any higher than that?

Mr. MARTIN. 53,000.

Mr. GOODLING. And Mr. Rice.

Mr. RICE. Mr. Goodling, I would like to verify the figure. While we administer the school lunch program, the figures that I would give you would also, off the top of my head, would tend to include also numbers from other private schools and also institutions in the community and whatnot that are served through that.

But I would be very happy to give you accurate information on it. The school population itself, I can tell you it is about 27 percent, both free and reduced.

Mr. GOODLING. When I mentioned about keeping title I, I wanted to also mention that $3.5 billion is for access and equity for the disadvantaged—just half a million was for excellence and another $1.3 for handicapped. We tried to make very sure they were not fighting each other for those funds.

One other question, Dr. Martin. Do you have any ongoing program that somehow coordinates your Chapter I Program and your adult literacy program, which somehow, allows adults to participate with chapter I, so they understand what it is the teachers are trying to do and so they become more familiar with the program. Perhaps, if they are participating it will help them with their literacy.

I am asking this simply because I have been trying to find some way to coordinate these programs.

Mr. MARTIN. We have in our Chapter I Program what we call a school facilitator component. It is quite an effective component.

These are parents, adults, in the community who serve as liaison between the school site and the home, translating to the parent that which transpired in the classroom and giving them information and feedback relative to how to assist the student at home.

They are also involved several days a week in the classroom with the teacher, in direct contact with the student relative to the instructional process. That is basically our chapter I that is involved with that.

We do have quite a comprehensive—I didn't address this—a program in terms of developing and continuing education within the school system. This is funded primarily from State and local sources.

Mr. GOODLING. I realize the percentage of illiterate adults as compared to the number of illiterate children, is very high. There has to be some way to coordinate this—where we can be attacking the problem at both levels at the same time.

Mr. MARTIN. That is correct. And also the restrictions placed on us in terms of chapter I, this 3-percent limitation in terms of our parent participation in chapter I.

Mr. GOODLING. Thank you.

Mrs. BOGGS. Mr. Chairman.

Chairman. HAWKINS. Mrs. Boggs.

Mrs. BOGGS. The chapter I participation by adults and by community leaders is one of the most beautiful aspects of the educational system here. And there is a direct relationship between those parents who are working in the Chapter I Program in the schools and those who are trying to participate in adult education programs.

Chairman HAWKINS. Mr. Kildee.

Mr. KILDEE. Thank you, Mr. Chairman.

Last night at dinner among ourselves we were discussing this question. In the partnership between the local, the State and Federal government, how can the Federal Government better address itself to the unique educational needs of our older American cities, because those needs cut across various problems, various discipline, sociological problems in the community, maybe some of the crime problems? How can the Federal Government help you address those unique problems?

I come from a smaller, older American city of Flint, MI. I find some serious problems there and more serious problems in Detroit, MI.

We have to address those problems. How can we help you in doing that?

Mr. MARTIN. I would like to say, first of all, that our community school program is designed in part around the Flint concept in terms of community schools. It is rather limited, though, in terms of funding.

I would like to envision and I do envision some day as things improve that every school in our school system will become a community school, and that certainly, I believe, that education is a lifetime process.

I think it must be extended downward as well as upward, particularly in terms of the demographics of the urban communities. Ours is not different than any others in terms of single families, extended families, and this type of thing—the literacy rates.

So we have limited, very limited funding locally and at the State level in terms of continuing education. But it is an area that needs to be addressed in access and availability to our adult population.

Mr. KILDEE. As you probably know, the community school concept did start in Flint, MI. We do have some serious problems in our older cities. I think we have to address that. I think we have some national purpose in education. The Federal Government has to address those national purposes.

Then, we are a very mobile society. Because we are a mobile society, the Federal Government has to assist. Mr. Rice.

Mr. RICE. Mr. Kildee, I would suggest that in an environment such as this where you have an opportunity to get a better assessment of what exists within those communities, the needs are different.

For example, to localize it, Dr. Martin mentioned earlier something about the size of the school system. Actually, the Archdiocese of New Orleans is the third largest school system in the State of Louisiana. That is a nonpublic system.

There is a tremendous amount of support for it because there were private schools, parochial schools in operation in the city of New Orleans for 152 years before the formal establishment of the public school system. That obviously is going to color to some degree the circumstances that you are going to find prevalent here.

Again, the economic status of the community as well as its cultural resources. I would suggest that I don't think you are going to find one readymade, simple solution for older cities. The circumstances will be different.

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I think if you are looking to a system, do it through some assessment of where they are coming from first.

Mr. KILDEE. Chapter I, of course, is one way to address those problems.

Mr. Rice, I appreciated your comment on the vouchering of Chapter I. I think there you will find yourself very close with public schools.

I also want to pay attention to your remarks you made on the $1,500 tuition. I think that is something we should try to address ourselves to.

Chairman HAWKINS. Mr. Owens.

Mr. OWENS. Mr. Chairman, I have no questions.

Chairman HAWKINS. Mr. Hayes.

Mr. HAYES. Mr. Rice, I look forward to the receipt of your written testimony.

To Dr. Martin, I was just reading part of your tesitmony, which I wish you could just elaborate on for a few moments. You said at page 3, "we should be concerned about our college-bound youngsters who must compete with students from educational districts where newer and more effective teaching-learning methods are receiving full support for their accelerated development."

And you go on to point out what you mean. I am particularly concerned about point two that you make, where you say "provide administrational services which will meet the divergent needs of the total community.

My concern is directed toward those disadvantaged students who today, particularly in some of our cities, particularly mine, who have around them a social and economic wall, and some of the current expenditures that are going for educational purposes to prepare them for today and tomorrow's world is not being directed toward them. I am thinking particularly of the technological society we live in, about the installation of certain equpment, such as computers.

My question is, how do we change this approach, even with the limited funding we have? I think this is what you mean.

Mr. MARTIN. Very definitely, sir. I guess to be more specific, I could say, No. 1, we are not addressing as we should those people for whom we have a limited degree of available funds at the present time.

And certainly I don't think that the school systems—later on in the paper—we do and should have cooperative arrangements. We cannot equip the schools, we cannot maintain the schools in terms of up-to-date modern equipment for the student moving from the school into the job setting. But I am concerned about these and certainly we should be.

But I am also concerned about the other deprived student, the gifted and the talented student on the other end, for whom we are providing very few services as well.

Most of the programs—and this again is looking at the rigidity of unexamined practices—most of the programs are directed toward what we normally considered traditional education. But I think that we are going to have to go beyond this and look at all students and all of them do not have to fit into a particular mold.

Mr. HAYES. Thank you, Mr. Chairman.

Chairman HAWKINS. Dr. Martin, the point is often made in terms of the school lunch program that with limited funding distinction has to be made between those who can afford the program and those in need should be entitled to the program.

Let's ignore for a moment the fact that we established a premise that the funding is limited when the program was first started, we provided a certain amount of money how that was established I am not so sure—based on the decision that that was a proper limit.

But even ignoring that, from a practical point of view if the budget cuts are sustained, or let us say approved, and those so-called paying students, those who are able to pay, are eliminated, would that have any impact on the operation of the program for those students who are designated to be needy and, therefore, should be protected?

Mr. MARTIN. We have had a limited degree of experience in this area. Two years ago, when we had a cutback, at least in terms of the nutritional program—and, of course, it necessitated increasing the prices of the lunches for those who were able to pay.

And there was a hue and cry certainly within the community that families locally were subsidizing the needy student in terms of the increased lunch price to offset some of those we cannot refuse to serve if identified as a needy student.

So that did result, and we did have that attitude reaction to it locally. So I don't know how far we can go with that, which would result certainly in cutbacks in services if not the nutrition itself.

Chairman HAWKINS. Would eliminating the paying students in any way increase the operating costs, and therefore affect all of the students, not merely those who may be needy and those who may be determined not to be needy?

And how would you separate that? Would you say those of the students who come from well-to-do families go over that way, and those who come from families that are poverty stricken or in need go over that way—would there be a separate psychology created in which some stigma might be attached?

Mr. MARTIN. Yes, you have some of that now, as much as we guard against identification of the student on the free lunch. We try in every way possible. At the present time no one knows or should know the student on the free lunch program.

Some students have a fear of other students knowing, will not participate even though they are needy students. It certainly would create problems in that regard.

Chairman HAWKINS. It sounds fair to say if you can pay, you should pay, if you cannot pay, you will get the free lunch. It is not quite that simple.

Mr. MARTIN. That is correct.

Chairman HAWKINS. Thank you both for your testimony.

The next witness is Representative Alphonse Jackson of the Louisiana House of Representatives, chairman of the health and human services committee and the ranking member of the education committee. Is Representative Jackson in the audience?

If not, we will go on to the next panel. The next panel will consist of Dr. Thomas Clausen, State superintendent of education, Louisiana Department of Education; Dr. Richard Boyd, State superintendent of education, Mississippi Department of Education; Dr. Roy

Truby, State superintendent of schools, West Virginia Department of Education; Dr. W.N. Kirby, interim commissioner of education, Texas Education Agency; and Dr. Billy Mellown, deputy State superintendent, Alabama Department of Education.

Gentlemen, we welcome you. In view of the fact that you have come from distant places, for that reason I think there is a dual interest in this matter. We are doubly privileged to have you.

May I remind you your written statements in their entirety will be entered into the record without objection and that you may summarize from your statements and leave the time for questioning by the committee.

First, we will hear from Dr. Clausen.

STATEMENT OF THOMAS G. CLAUSEN, STATE SUPERINTENDENT OF EDUCATION, LOUISIANA DEPARTMENT OF EDUCATION

Mr. CLAUSEN. Good morning. I am Tom Clausen. For the people of Louisiana I want to welcome you to the State of Louisiana and especially to the city of New Orleans.

I am here today to urge that education become a high priority for our Nation, as it is a high priority for the State of Louisiana.

Much of what we really need in education today can be accomplished with a relatively small price tag.

Other speakers who will appear before you today will, I am sure, address specific issues concerning existing Federal education programs. While I will discuss some matters regarding these existing programs, my primary purpose in appearing here today is to suggest some new directions in Federal support for education.

I am recommending, first, that the public's involvement in education initiated with the President's Commission on Excellence in Education be continued and expanded as an official policy. Dialog brings reform; if we can continue the dialog begun by the Commission's report, we can involve more and more people in educational processes to the benefit of the school systems.

In the early days of our country, every citizen took part in school activities—whether it was the community coming together to build the school house or gathering for the spelling bee. We in education still need that kind of community and parental involvement and support. We need a spirit of cooperation between school people and the rest of the people. We need a national recognition of the value of community and parental involvement in educational processes.

We in education need the direct appropriations from Washington that permit staff expansion, additional services to children, and acquisition of sorely needed instructional equipment, materials, and supplies. There is no doubt about that.

But more importantly, we in education need assistance and support from local leaders and ordinary citizens. The Federal Government can encourage such local participation through its tax structure, and I encourage this subcommittee to pursue that avenue in its efforts to upgrade education. An involved group of parents is worth far more to a school than a grant from Washington, and it costs the taxpayers a whole lot less.

I urge you to take another look at the way the Federal Government is spending its money for child care. In years past, vast sums

of money have supported day care programs around the country, and these day care programs were and are certainly needed. However, there is no required educational component in Federal day-care programs.

All of the research for the last 20 to 25 years proves the value of early intervention for children at highest risk educationally. Appropriate instruction at age 4 or 5 will make the difference in their future academic success. The longitudinal data of the Perry preschool project, just recently released, proves that educationally sound early intervention programs impact favorably on such areas as law enforcement, economic development, and teenage pregnancy—as well as academic achievement at elementary, secondary, and higher education levels.

In Louisiana, we want the kind of success that participants in the Perry preschool project enjoy—for all of our children. The Louisiana Legislature authorized a very small appropriation of $300,000 for preschool programs. This appropriation made it possible for us to start 10 programs serving approximately 250 children, and already we are seeing promising results even though the programs have not been in operation very long.

I recommend that you consider Federal education support for such programs. Now, I am not recommending that you stop funding the established day care program. I am only recommending that you consider funding some educational programs for 4 and 5 year olds which will go a little further toward preparing these children for a successful school experience.

If you do fund preschool education programs, I urge that you do it on the basis of the number of children in each State who live below the poverty level. Don't penalize States like Louisiana which have already initiated a limited number of preschool programs.

I believe that Federal funding for such new directions in education shows great promise of increased student achievements throughout the public school program and will eventually reduce the need for vast sums of Federal money for educational purposes. And I do urge your subcommittee to consider such innovations in your final decisions concerning Federal education funding for the coming year.

While I believe that new directions in education support are necessary over the long term there are some problems which need to be addressed for the short term.

Principal among these is the pending proposal to eliminate the 20 percent discretionary program in ECIA, chapter 2. I cannot speak for other States, but in Louisiana we use these funds to demonstrate new approaches for parent involvement, reduction of substance abuse by public school students, and preservation of our unique Louisiana heritage.

These are but three of the innovative programs that are underway in Louisiana this year with support from the 20 percent chapter 2 discretionary funds. I urge that this program be left unchanged insofar as the discretionary funds are concerned, because if the program is eliminated, every State will find itself unable to try innovative education programs, promising new instructional methods, and programs which address the unique concerns of the citizens of each State.

I also urge full funding—at least at the level of the present fiscal year—for the ECIA, chapter 1 program. Our local school systems have already experienced a 39-percent cut in chapter 1 funds. This cut meant we were unable to serve 64,200 students this year who were previously served through chapter 1.

We cannot afford to cut out services which are desperately needed by children who live below the poverty level. All too frequently, the result of denying educational services to such children is a saving in education dollars—but an increase in welfare dollars spent.

Finally, I want to tell you that the proposed elimination of section 4 and commodity support for children paying a reduced price for school lunches will cause serious problems in Louisiana. If these funds are eliminated and commodity distribution is curtailed, not only will that wreck our school lunch program, but it will have a seriously adverse effect on our agricultural industry in Louisiana and in many other States.

Federal support for free lunches—the lunches that we provide for children whose family income meets the criteria established by USDA—does not cover the cost of those lunches today. Last year, we received $1.09 from the Federal Government for each free lunch—but the lunch actually cost us $1.38 to serve.

We lost 29 cents on every free lunch we served. We received 69 cents from the Federal Government for reduced price lunches, but those lunches still cost us $1.38 to serve. If Federal support for reduced price lunches is eliminated, middle-class paying children will have to make up the difference. Our middle-class children cannot afford to pay a dollar more for each lunch, and that is what it would cost to continue our school lunch program without Federal support for reduced price lunches.

The children who pay for their lunches in full are too small a percentage of our school population to support the entire school lunch program.

Unemployment in Louisiana is higher than the national average. With our economy deeply rooted in the petrochemical industry, we cannot expect much improvement in unemployment for several years. We do expect that increasing numbers of our children will need those free and reduced price lunches if they are to perform well in school.

I would also urge a renewal of this year's funding for the Education for Economic Security Act, Public Law 98-377. The purpose of this Act is to strengthen skills of teachers and, therefore, improve instruction in mathematics, science, computer literacy, and foreign languages. The needs of education that resulted in the passage of this Act will not be solved in just one year.

I also recommend that title VI of the Education for Economic Security Act, which provides for financial awards for schools which achieve educational excellence, be funded.

We need your support for full funding for these programs.

And we need your support for the most valuable commodity—except our children, of course—in education: our teachers. Everybody knows that we need to pay our teachers a good salary.

There are dozens of plans being considered throughout the country to increase teacher pay. In Louisiana, we have been struggling

for some months to develop a career ladder for teachers. Our research, however, has shown us that other States which have rushed head-long into career ladder, merit pay, and other similar plans have experienced unexpected difficulties in implementation.

The Federal Government can assist in the States' efforts to develop appropriate means of recognizing teacher excellence by providing funds to pilot promising methods.

I personally believe that the only way we can effectively improve teacher salaries is to develop a school-based, child-centered method which will result, first, in increased academic achievement for our children. And I will propose such a plan to our Louisiana legislature when it convenes in April.

However, the growing teacher shortage is not limited to Louisiana. In your deliberations, you should be aware that no amount of Federal support will solve the problems of education if there are no teachers to teach.

I appreciate the opportunity that you have given me to address the role of the Federal Government—both as policy maker and fiscal agent—in our public school programs. I commend you, Congressman Hawkins, and all of the distinguished members of your subcommittee, for the effort that you have given to convene this hearing for the convenience of southern educators. And I wish you success in your efforts to assure that education remains a high priority of our National Government.

Chairman HAWKINS. Thank you Dr. Clausen.

The next witness is Dr. Richard Boyd.

STATEMENT OF RICHARD BOYD, STATE SUPERINTENDENT OF EDUCATION, MISSISSIPPI DEPARTMENT OF EDUCATION

Mr. BOYD. Thank you, Mr. Hawkins, and members of the subcommittee.

I have been in this position only since August 20 so there are a lot of things that I still don't know about education in Mississippi. And if I need to plead ignorance, therefore, to some of the questions you might have, I hope you will understand that newness.

In my letter from Mr. Hawkins of January 18, he mentioned four issues that you wish to consider, and my comments will primarily be directed at issues three and four—future directions for aid, particularly as they relate to quality, and then any specific local programs.

I think I should start by describing the context of education in Mississippi today, particularly as it relates to some of the exciting things occurring. I do that because I think that Mississippi is just illustrative of the initiative and leadership taking place at the State level clear across the Nation.

When then-Secretary of Education, Terrel Bell, presented the second of his "wall charts" in December, the chart showed Mississippi in its usual place on most of the economic and educational variables, at or near the bottom. We had the lowest ACT scores in the Nation, our graduation rate was 49, our teacher salary ranking was 50, our per pupil expenditure was 51, our per capita income was 51, and we rank No. 1 in the percent of young people of ages 5

through 17 who live in families who fall into the category of poverty, that being 30.4 percent—almost a third of the State.

As a result, many of the issues that you have been discussing here this morning and asking questions about, we have the greatest percentage of recipients of chapter I programs and free lunch and free breakfast programs of any State in the Nation.

Those are depressing and yet familiar data for Mississippi. But a growing number of Mississipians over the past several years have been determined to do something about the State's rankings on thse educational variables.

Thus, in November of 1982, a constitutional amendment was approved which established a new lay State board of education and an appointed State superintendent of education. The new board of education took office last July 1, and they selected me to be the new State superintendent of education in August. I came here from Ohio.

Much more than that, the Mississippi Legislature in December 1982, passed an education reform act that called for sweeping changes in the way elementary and secondary education would be treated in Mississippi in the future. That reform act became the forerunner for similar legislation in other States across this Nation.

There were a great number of reform acts adopted as a result of "A Nation at Risk". Many of the other education reports that were published in 1983 and 1984, I find it interesting that in Mississippi that reform act was passed 4 months before "A Nation at Risk" was even published.

It takes more than just a piece of legislation, though, to cause reform. It also takes money, and the Mississippi Legislature has followed through by appropriating substantial amounts of funds for the purpose of implementing the various components of the Education Reform Act as they come due. This in spite of the fact that Mississippi has not had the kind of economic recovery that has been true in some other States.

Thus, my plea to you today is for the Federal Government to help States to help themselves as they attempt to carry out education reform. We don't need you to be the primary source of funding.

What we do need is for you to reinforce the exemplary and effective practices which we are beginning to establish. We know a lot more than we once did about effective techniques for educating children and youth, and I think we are on the edge of a breakthrough in helping all children to learn.

Mr. Hawkins, the chairman of this subcommittee and of the full Committee on Education and Labor, introduced last year H.R. 4731, a bill which has as its core the so-called "effective schools" research. I would like to point out to you that Mississippi's Education Reform Act was also written with the effective schools research as its base.

It permeates much of what we are attempting to do right now.

I want to describe briefly some of the 17 elements of Mississippi's Education Reform Act so as to give you a flavor of what is happening not only in our State, but across this Nation.

At the heart of our efforts is the School Executive Management Institute. Nearly every research study done on school effectiveness over the past few years has shown that school leadership is a key element. If the principal is effective, the school has a good chance to be effective.

Thus, our School Executive Management Institute is designed to provide every school administrator in Mississippi with the knowledge and the skills needed to be an effective leader. We are training over 2,000 administrators in monthly sessions, and if you were to go to Mississippi this morning, you would find administrators being trained on two different junior college campuses. It is for this reason that I would encourage you to appropriate the funding called for in your "LEAD" [Leadership in Educational Administration Development] Act of 1984. This would be a perfect example of reinforcing and supplementing the exemplary work that the States have already begun.

Our Reform Act also calls for a performance-based accreditation system which we think will become a model for other States. It calls for abandoning the typical input-based accreditation that is currently universally used. We will pilot the system in the 1985–86 school year and put it into effect in all school systems in 1986–87.

Another Reform Act program that is exemplary is the placing of a teacher assistant in every first, second, and third grade classroom in Mississippi. These are already in place in our first and second grades, and the third grade will be added next year. All of these positions are fully funded by the State, and they were created because of the research which has shown that the early years are crucial in the development of learning by students.

Beyond these programs, the Education Reform Act also called for a statewide dropout prevention program, a new teacher and administrator certification system, compulsory attendance, which we were the only State in the Nation not to have—kindergartens (Mississippi is the only State without this required program), and they are being initiated, an instructional accountablity system, a statewide testing program, staff development plans for every school system in the State, and the development of 5-year plans by both the State board of education and every school system in Mississippi.

As we go about all of this, we are trying to fit nearly every element of the Reform Act into an interrelated package, so that each element complements another. The problem with too many efforts in schools in the past lay in the fact that they were isolated from other efforts.

I think that you can see from my description that Mississippi is addressing what most people perceive to be the key education problems of the 1980's: educational productivity, teacher quality, higher standards for students, improved leadership on the part of school administrators, and equity for all students.

I feel that there is a Federal role in helping us to accomplish these worth goals. The United States is held together by more than its interstate highways; this Nation's public schools are the single democratizing institution that can help us to achieve our aspirations. The individual States are making good progress now along

the paths of both equity and quality, and we need the help of the Federal Government as partners in this endeavor.

One final word, and that about chapter 2. I know that there has been some criticism of this program, and of the fact that some State departments of education are using a larger portion of these funds than some critics feel they should. But as a newcomer in Mississippi, looking at the way chapter 2 funds are being allocated in our State department of education, I can testify that I think that these funds are being put to good use, and that the students of Mississippi are the ultimate beneficiaries.

It is going to be a struggle, given our economic circumstances, for the Mississippi Legislature to find the funds in future years to do all of the notable things that are called for in our Education Reform Act. They appear to be committed to doing that, but it is much harder to convince them to fund positions in the State department of education, positions without which much of what we are attempting to do could not become fully successful.

Thank you for allowing me to appear before you today.

Chairman HAWKINS. Thank you.

The next witness is Dr. Truby.

STATEMENT OF ROY TRUBY, STATE SUPERINTENDENT OF SCHOOLS, WEST VIRGINIA DEPARTMENT OF EDUCATION

Mr. TRUBY. Mr. Chairman, we in the educational community look to the leadership on this committee perhaps more than you might even suspect youself. We look to you and have for many years now to protect the education funding and to come forth with a very positive education agenda.

Since time is short, and our remarks are in the record, I think I will depart almost entirely from my written testimony and try to keep it very short.

In the early part of the testimony I talk about the role, the Federal role for education, the research funding for special populations, equal opportunity, special concerns, such as teacher training and so forth.

But , Mr. Chairman, I remember coming back before this committee I think in 1981. That was the first year of the President's administration. At that time we were looking for some Federal agenda.

There really didn't appear to be any. The only agenda at that time was to eliminate the Department of Education, bring forth tuition tax credits, vouchers, cut funding, and prayer was to take its place.

At that same meeting I can remember there happened to be a group of teachers from the NEA. One had a rather lengthy statement on a t-shirt. It said "happiness is when education gest the money it needs and the Pentagon has a basement sale to buy a bomber."

Mr. Chairman, when we look back this year at the cuts—the cuts for this year are over $2 billion. The total budget appropriation for 1985 was $17.7, $2 billion above the President's request. In 1980, the first year of the President's administration, the budget was

$14.4 billion. If we were to simply adjust that $14.4 billion for inflation in real dollars, the 1985 budget would have been $21 billion.

I would like to see education funded at at least the 1980 fiscal year budget adjusted for inflation. I doubt that that is possible. I doubt that that is a realistic expectation.

But we would ask that Congress adequately fund the obligations and expectations that it has created really by its own actions, and at the same time you know full well that we have many chronically underfunded programs such as education, the Handicapped Act, ECIA title II, vocational education, research and development and so forth.

I would like to focus in just a little bit on my own State of West Virginia. Mr. Chairman, members of the committee, while the Nation has gone through a very tough recession, we in West Virginia have really had a depression. We have led the Nation in unemployment for over 3 years.

Our unemployment still is about 14 or 15 percent. In some counties it runs as high as 35 percent. We have a relatively high effort, even though our per capita income is low.

If you look at the effort, perhaps the best indication of effort is the education expenditures as a percentage of per capital income. We rank about sixth in expenditures for education as a percentage of per capita income. Yet our actual expenditures run about 43d in the Nation.

Our teacher salaries are at about 43. We have tremendous educational needs.

The 1980 census showed that 45 percent of all adult West Virginians have less than a high school degree, and about half of those half, an eighth grade education or less. I suspect that is about right for some of the other States that are represented.

This is absolutely for us the worst time to have a retreat from the commitment of the Federal Government for education.

Mr. Chairman, I will touch on just a couple of the programs to be effected—ECIA chapter I, programs to aid disadvantaged students. Over the years even though that funding has remained about the same, the education costs have gone up, and, therefore, we find ourselves now serving fewer students, serving fewer students in remedial programs for math and English and providing fewer summer programs.

In ECIA chapter 2, the block grant program—and by the way, Mr. Chairman, members of the committee, it meant blocking about five different programs with funding for three. The block grant program is used in our State for computer literacy, drop out prevention, staff training, and development and libraries and so forth.

The food service program, Mr. Chairman, I think Superintendent Clausen spoke very eloquently towards. I would only mention that we are one of the States which has a State law requiring breakfast programs. We require breakfast programs in all school systems.

It was rather controversial. As our unemployment went up, as I said, to 35 percent in some counties, we have found that to be a blessing and we think the program is wroth the added administrative burden.

We would not want to see a retreat from that program. Mr. Chairman, I think it is almost ridiculous that we come here to

defend school lunches for children. In the area of vocational education we have tried to stretch our dollars. We have spent many of our dollars, moved many of our programs from the elementary and secondary education to the adult level, simply because we have so many unemployed persons.

We think that we lead the Nation in terms of unemployment because we have so many unemployed and underemployed people, because we have many undereducated and uneducated people. So we have provided adult programs even giving students stipends and providing tuition-free programs for many of our unemployed adults.

Finally, Mr. Chairman, in West Virginia we have, I would suspect, about 10 percent of our people that make $30,000 or more. As a result of the Commission on Excellence Report and many of the other reports, many of the reforms that some of my colleagues have talked about, I think the expectations are higher now than they have ever been.

I am very pleased to tell you that more students in West Virginia are taking academic courses. Many more students are taking a precollege course of studies. And yet with the cost of tuition, cost of education rising much faster than our per capita income, and with so few people in our State that make over $30,000 a year, we find it ironic that the expectations are higher than yet the funding is being withdrawn that would allow many of our young people to open those doors toward a college education.

Mr. Chairman, thank you for allowing us to appear.

Chairman HAWKINS. Thank you.

[Prepared statement of Roy Truby follows:]

PREPARED STATEMENT OF ROY TRUBY, STATE SUPERINTENDENT OF SCHOOLS, WEST VIRGINIA

INTRODUCTION

Chairman Hawkins and members of the Elementary, Secondary and Vocational Educational Subcommittee:

First, I would like to thank you for conducting these hearings, which I believe will be very important as we begin to chart directions of Federal support for public education. I represent only myself as State superintendent of schools of West Virginia, but I believe that many of my concerns are shared by other State superintendents, State boards of education and by people who work with us in State departments of education, as well as those who administer the schools and serve in the classrooms of this country.

I believe now more than ever before that there is a direct connection between quality education and the economic health of this Nation. One important goal of each chief State school officer is to help contribute to the economic well-being of each citizen by ensuring that every child who goes through our schools gains the skills needed to be effective in the marketplace, and, at the same time, live a full, rich and satisfying life. Over the last decade, we have made giant strides with respect to equity and equal opportunity. I believe, Mr. Chairman, that the strides we have made in the last 20 years in bringing all students into the mainstream of education is one of our major accomplishments. Our goal now is not only to provide an equal opportunity for all students but to provide each student with an opportunity for a quality education.

FEDERAL ROLE FOR EDUCATION

Last year members of the CCSSO joined with our colleagues in the National Association of State Boards of Education to adopt a joint statement on the federal role in education. According to our view, the Federal role should be one on national leadership and coordination based on identified national needs and concerns. All of us

must make the best use of limited resources and, of course, we must set priorities. We believe the priority elements of the Federal role include: ensuring that equity and excellence are equal goals of educational improvement; focusing new funding attention on teacher training and professional development; assisting states in their position of educational leadership in this country: education remains a State function, States must provide the leadership for educational reform across the country, and new Federal efforts must be complementary to that leadership; providing assistance to improving instruction, especially in such areas as math and science, the arts and humanities, and international understanding.

In providing Federal financial assistance to supplement the efforts of State and local shcool districts, Federal education legislation should contain provisions which conform to the following guidelines:

1. Flexibility should be allowed both SEA's and LEA's under Federal statutes and Federal regulations.
2. Programs with similar purposes and reaching the same pupils should be coordinated to avoid duplication.
3. Forward-funding should be maintained with no recisions or deferrals so that planning by States and local districts can be effective.
4. Fiscal accountability and audit responsibilities should be clearly defined.
5. Federal funds should flow through SEA's so State and local programs may be coordinated.
6. Any Federal mandate should provide adequate funding to SEA's and LEA's to implement and mandate.

The Federal role in elementary and secondary education should be coordinated with the States' efforts. The States should provide leadership by establishing educational standards and by evaluating their educational programs. The States should provide demonstration and dissemination projects, collect data, increased educational quality, provide funds to equalize educational opportunity within each State, distribute Federal funds within the State, and coordinate reporting or accounting for these funds to the Federal Government.

To meet our country's educational goals, each level of government must contribute to the whole. The local school district, with its knowledge of district needs, has the responsibility to operate the schools. Based on an awareness of local needs, the State must set standards, provide leadership, technical assistance and financial support. The Federal Government should be supportive of State and local districts by addressing national needs, providing for research and assessment, ensuring access to the educational system, and providing a broad base on financial support.

FUNDING FOR FISCAL 1986

The President's fiscal year 1986 request represents a cut of approximately $2 billion in education programs. The total budget appropriation level for 1985 was $17.7 billion and the President's fiscal year 1986 request is for $15 billion. In 1980, the first year of President Reagan's administration, the total Department of Education budget was $14.4 billion. If that figure had simply been adjusted for inflation over the next 5 years, the fiscal year 1985 budget would have been $21 billion. In terms of real dollars, we have already been cut approximately $3.5 billion in the first 4 years of the Reagan administration.

I believe that funding for Federal programs in elementary and secondary education should be brought at least to the levels of fiscal year 1980, adjusted for inflation. And, yet, a number of the programs are actually funded below the 1980 levels, even in current dollars. General education programs should receive the same funding from Congress as the highest priority program being considered, including defense.

I would simply ask that Congress adequately fund the obligations and expectations it has created by its own actions. Several programs are chronically underfunded, including education of the Handicapped Act, ECIA chapter II, vocational education, and educational research and development. In addition, I hope that Congress will fund newly authorized programs which have not yet received any funding or whose funding is woefully inadequate compared to the expectations created in these programs. This group includes: title 2 of Public Law 98-377 (Education for Economic Security Act), newly authorized programs in administrator training, and scholarships for talented teachers.

EFFECTS ON WEST VIRGINIA

Mr. Chairman, West Virginia has suffered from an economic recession and near depression since early 1982. We have led the Nation in unemployment for nearly 3

years. We are a State with a relatively high report. Our expenditures for education as a percentage of per capita income are about sixth or seventh in the Nation. Yet we rank about 43 in per pupil expenditures and about the same in teachers salaries. We have tremendous educational needs. According to the 1980 census, approximately 45 percent of all adult West Virginians 25 years and older have less than a high school education and nearly 20 percent have less than an 8th grade education. We have rising expectations among our citizens for quality education, and yet our resources have been declining for some time. This is absolutely the worst time for a Federal retreat from our commitment to education in this State and in this country. I will cite just a few areas where this will particularly be felt.

ECIA, CHAPTER I, EDUCATION FOR THE DISADVANTAGED

Cuts in chapter I have caused us to reduce services to county education systems. As calls for educational services have gone up and the dollars have remained the same, we have had to serve fewer numbers of kids. Many county school districts have had to adjust their chapter I programs by dropping secondary and summer school services. Over the years, we have provided remedial programs in reading and math through chapter I funds for those students who are in great need of these programs.

ECIA, CHAPTER II

The block grant monies in chapter II provide services in West Virginia for computer literacy, drop-out prevention, staff training and development and library and media programs, among others. The State board of education and I have always approved the president's approach to block grants. The block grants allow for more flexibility and efficient administration at the State and local levels, but we can no longer support a block grant program in which three programs are consolidated with funding for one.

FOOD SERVICE PROGRAMS

We are greatly concerned about cuts in the food service areas. The school lunch programs authorized by Federal law for food services provide for nutritional meals for children in public and private schools, child care, Headstart centers, and residential child care centers. In West Virginia, we are one of the few States which has a State law mandating breakfast programs. While some had reservations in the beginning, this program is working well, meeting the needs of children in a very direct and personal way.

VOCATIONAL EDUCATION

In West Virginia, we are trying to update our vocational programs for school children, and we are stretching our dollars to provide programs for unemployed or underemployed adults. For the last 2 years, we have provided vocational programs, tuition-free, to many West Virginians who have been unemployed as a result of a decline in basic industries. The Federal dollars have helped us to pay for the excess cost. Most of our local educational agencies have used these Federal funds to provide training for those who might otherwise be on welfare. We have a great need to extend these services, rather than reduce them as a result of lesser appropriations.

STUDENT LOANS

Mr. Chairman, I am very concerned about any cuts in student loans. We, in West Virginia, rank either forty-ninth or fiftieth in the percentage of students going on to college. Only about 10 percent of our people make $30,000 or more, yet tuition costs are going up at a greater rate than our per capita income.

More and more of our students are taking academic courses that will allow them to go to college, and now we are talking about reducing loans for students that will open doors to new horizons for many West Virginians. This is absolutely the worst possible time to think about any cuts in student aid for college programs.

Finally, Mr. Chairman, I thank you for the opportunity to speak before you, and I appreciate your and your committee's interest in continuing the federal commitment to help us provide quality education. The Commission on Excellence Report did more to raise the expectation levels of students, teachers and parents for quality education than anything that I can remember in the over 2 years that I have been in public education. The rhetoric is positive, but the budget shows a retreat from

the basic commitment to education and to the goals that are outlined in the Commission on Excellence report.

Chairman HAWKINS. The next witness is Dr. Kirby.

STATEMENT OF W.N. KIRBY, INTERIM COMMISSIONER OF EDUCATION, TEXAS EDUCATION AGENCY

Mr. KIRBY. Mr. Chairman, I welcome the opportunity to appear before you today. I would like to deviate from the text you have been provided.

I would like to express gratitude in one way to the Federal Government and all the complexities of the Federal rules. I have been in the department since 1965 and because the regs were so complex I was one of the few people that understood them and so I was allowed to run a lot of the programs, so I got a number of promotions through the years. So I owe a lot of gratitude to the Federal Government for that.

Yet at the same time throughout the years I have tended to speak out when offered an opportunity like this for trying to cut down on some of the redtape and trying to make things a little easier to understand. I would like to take that opportunity again today and say I do think that we can improve some of our regulations and make the programs work better, to serve children, like I know this committee and the Congress really intended in the first place.

In Texas this year we are going to spend approximately $11 billion of funds for elementary and secondary education. Now, of that $11 billion, approximately $750 million will come from the Federal Government, and I am including in that school lunch and the commodity program. Probably more than a third is for the food services program.

When you really look at the resources committed, then, the Federal Government is indeed a minority partner in this education enterprise in Texas. And yet if we look at the administration, we are going to spend approximately $40 million this year to administer all of the money that we have in the schools in Texas, and approximately half of that administrative expenditure is going to be Federal funds to administer the Federal programs.

And I can tell you that this summer we passed a new reform bill in Texas, it was a massive reform bill dealing with almost every area in education and I can assure you as a result of that we will have as much or more accountability on the $5 billion of State funds that we are spending as we have on the $750 million of Federal funding. And yet the administrative expense is about the same.

I want to say that many times the Federal money has come in and has really served as seed money. It has moved into areas that we were inadequately addressing, improperly addressing or not addressing at all.

I think that has been one of the geniuses of the Federal funding in education, is that it has caused us to get some things going that we were not doing properly in the past.

One of those that I would be quick to point out, of course, is vocational education, perhaps one of the first things the Federal Gov-

ernment got into. Yet in Texas this year we will spend approximately $50 million of Federal funds and some $500 million of State and local funds for vocational education.

Education of the handicapped is another area. Certainly this is an area that the States all across this Nation were improperly handling until the Federal Government stepped in. H.R. 94-142 is extremely important. And yet now we have $74 million of Federal funds and $544 million of State and local funds involved in this program.

Then in the area of compensatory education is another area. Certainly everybody is familiar with chapter I and the Migrant Program and the Headstart Program, we are now receiving approximately $227 million.

This is an area that the State has not done as well as they have in some of the others, but for the first time we will spend over $350 million out of our own funds in the area of compensatory and bilingual education. So we have moved forward in that.

The problem I am here to address is the redtape and paper work we have associated with the limited amount of Federal funding in comparison to the large amount of State funding. We have a large array of Federal programs aimed very often at similar populations. Perhaps in the area of the disadvantaged is an example we can look at.

We have the chapter 1 regulatory money, chapter 1 migrant money, title VII bilingual, chapter 2 consolidated grant money. We even have now the emergency immigration education program. All of these funds could serve the same child.

The same child might be eligible for all of those specific funds. What we create is a problem that I call dollar stacking. What happens, it becomes very difficult for districts to use all the different funds to serve the same child.

What we often will do is to pull children out of a classroom and send them down the hall to a special teacher, not because it is better education, but because it is easier to prove that we are not supplanting it. And that is the kind of problems I would like to ask the committee really during this session to look at very carefully, all the rules and the rigidity that interfere with what might be better education for children.

I call your attention to a letter that we received just recently as a good example of the rigidity. I guess it is an example of a staff member asking a question that they should not have asked.

But a staff member wrote and asked a question about the shared use of equipment. In the EDGAR regulations there is provision if you have a piece of equipment purchased with Federal funds, when it is not needed or being used, it is all right to use it for some other program.

We wrote in, in this particular example, about the Migrant Program, and the advice sent back to us from the Federal department was "absolutely do not allow it, our advice to you, do not allow it to be used for anything else, even when it is not being used."

So we are to secure that equipment, or instructional materials, even though it could benefit other children, we are to secure it and make sure that absolutely at no time is it used for anyone except migrant children.

I don't believe that the Congress intended that kind of rigidity, that kind of revisions. Yet it is the kind of thing that we dare not not enforce that revision, else we face the consequences of a Federal audit.

We really need to streamline and simplify, and in the written testimony, I have given you some specific examples.

I would like to go back to the one I mentioned about pulling the student out of the regular classroom. Why after all these years of title I and all we have learned about education do we still pull kids out.

And that, again, is because it is the easiest way to prove we are not supplanting them. I know you can say the regulations clearly say that you don't have to pull children out of the room to provide services to them.

I also quickly say to you that we don't have to do anything wrong to have problems with Federal aid. All we have to do is to be accused in a Federal audit, and I guarantee you understand the system we are guilty until we can prove our innocence, and the proof of that innocence may cost more than a lot of people can afford.

Now, I would ask you to read the testimony that I have delivered to this committee on H.R. 8145, November 18, 1980, and again, I would call your attention to hearings that Chairman Perkins so graciously set up for us July 29, 1982, about some bilingual audits in Texas.

I think we explicitly show you some of the problems in that testimony that we have with the current system. Effective education is, in fact, being preempted by the fear of Federal audits. I would like to ask this committee to move forward with its legislative agenda on the audit resolution process and to make sure the States and local districts are not spending excessive time and money fighting with the Federal Government over audit technicalities when we could actually better use these resources to improve education for children.

I would like to also share with you, because I think you can help me in this, a recent initiative that I started with the Federal department. I contacted the office of inspector general and also with representatives of the Secretary about negotiating a settlement of all outstanding audits in Texas.

We have a vast array of audits that are at one stage or another. Our lawyers take the position that any time we get an audit we are heading for the court house. And their attitude is not even talk with the Federal Government anymore, because they have never found a reasonable acceptance in trying to negotiate settlements with the Federal Government.

But I have tried this one last time, and we are going to try to negotiate in good faith and in Texas we will agree to repay every penny of any money that has been improperly spent if we can get the Federal Government to negotiate in good faith and get them to eliminate amounts in question that relate to what I call strained technicalities.

Now, there has been a willingness on their part to at least talk, and we want to start over in a new partnership with the Federal Government rather than remaining as adversaries over technicali-

ties. Members of this committee can actually help by encouraging these negotiations and by being very careful about any language that Members of the Congress use with respect to fraud, waste, and abuse in education programs.

If the Government looks hard enough, I can assure you it can come up with some technicality to question almost any program with that recipient then being guilty until they can prove their innocence, and the trials are held by the accusers.

Now, the recent audit by the General Accounting Office of the review of the Texas bilingual audits should have been sufficiently embarrassing to the Federal Government to cause you to look very carefully at the current system. If you have not seen that, I think it is very important that the members see this report. I have a copy of it here.

What happened, they started out with an audit of about $5.9 million, and we are now down to a few thousand dollars. And yet, even that audit was quoted by the President as an example of the fraud, waste and abuse that is going on in a lot of our programs.

And yet now that you get a legitimate, honest look, and only because this committee held a hearing on the matter did this get reduced down to where it should be. And right now it is a few thousand dollars is all anyone is raising a question about.

I believe we are all after the same goal, and that is improved education. And the State and Federal officials should be allies and not combatants. And I believe that the inspector general's office can be very helpful in the whole process.

But the emphasis ought to be on preventing problems before they occur, and correcting problems as they exist rather than years after the fact attempting to come in and to recover large sums of money from poor districts on shaky technicalities.

So I would ask that every effort be made to refrain from criticizing the Department when it really makes an honest effort to settle cases on a reasonable basis. In the past because they were afraid of congressional criticism, some of those people have been afraid to settle cases on a basis that they thought was just, on a basis that they thought was right.

Let me give you a good example of where we are about to have another problem. Right now these States around here are implementing the Emergency Immigrant Education Assistance Act, and the new math and science initiative.

I bet you if you talked to any of these folks they would tell you they have a very difficult time getting clear and answers to how the moneys ought to be spent. We are going to go ahead and do the best we can to implement the programs and three years from now the auditors are going to come in and they then will have all the answers.

The answers that we don't have now I guarantee you they will have the answers, and we will be back in the audit problem.

We have had a similar situation happen in the State of Texas. We just implemented a massive reform bill this summer. I understand the dilemma of Federal officials trying to give answers when sometimes they don't have answers, because the exact same thing has happened to me.

In many areas we simply have not been able to answer our schools and we tell them to use the best judgment they have, do the best they can. The difference is that 3 years from now I am not going to let my State auditors go in and ask those districts to repay money when they made a good faith effort based on what limited direction I could give them.

And so what we need is a partnership with the inspector general's office and the Department and with States to all start off with the same answers, and to know exactly what the basis is that the inspector general is going to audit against before we are allowed to spend the money.

The last thing that I would like to do is close by saying to you that I am not going to ask you to spare education from cuts. I may be quite different from a lot of folks and my colleagues. In these austere times, with very large budget deficits, perhaps it would be improper for us to ask that we not share in helping solve the problem. Certainly inflation and high interest rates hurt worse in Texas than some cuts, because the inflation and interest impact is $11 billion of State, local, Federal, and not just $700 million of Federal aid.

We need to take our cuts. We only ask that the cuts be spread fairly and equitably.

Now, an edicated citizenry is the most important weapon that we have for national defense. Therefore, my suggestion is that you use the same approach to reducing aid to education as you use to the defense budget.

[Prepared statement of W.N. Kirby follows:]

PREPARED STATEMENT OF DR. W.N. KIRBY, INTERIM COMMISSIONER OF EDUCATION, TEXAS EDUCATION AGENCY, AUSTIN, TX

I welcome the opportunity to appear before this distinguished forum and speak about our system of Federal aid to education. I have been directly involved with the administration of Federal programs in Texas since 1965 and have also worked on a contract basis for the Federal Government in numerous other States. Despite the fact that I would make numerous changes in the various Federal programs, I must confess that my promotions over the years in the Texas Education Agency bureaucracy to my current position are directly linked to Federal programs and their complexities. When few people really understand all the statutes, rules, and regulations it is easy for the few who do to move into leadership roles in running those programs. You see, I owe a great debt of gratitude to the Federal complexity.

Nevertheless, throughout all those years I have not ceased to recommend changes in programs that would make them more workable, easier to administer, reduce paperwork, and ultimately enhance their impact on improving education. I want to sing that same song to you today. I'm not negative toward Federal aid to education, but I'm very negative against Federal control, Federal interruption, and Federal harrassment.

In Texas this year, we'll spend approximately 11 billion dollars for elementary and secondary education. Of that amount, around 750 million comes from the Federal Government and a third of that Federal aid is for the School Lunch Program. The Federal Government is indeed a minority partner in terms of resources committed to the Texas educational enterprise, yet at the State level almost half of our 40 million dollar State administrative budget is from Federal sources. It costs as much to look and carry out all the Federal program regulations on 750 million in Federal funds as it does to administer 5 billion dollars in State funds. And I can assure you that since passage of our new State reform law this summer, we will have as much or more account-ability on our 5 billion in State funding as we have on the 750 million of Federal funding.

The Federal Government should take an interest in and cooperate with State and local education agencies in the education process, but the State and local districts must remain in control and be allowed to run the programs as they see best for

children. It just isn't appropriate for this Federal minority partner paying 7 percent of the cost to call the important decisions.

Many times the Federal funds have served as seed money, moving into an area of need that was being improperly addressed. This was true of vocational education. The Federal Government got us started. Now they spend 50 million dollars and Texas spends over 500 million dollars in State and local funds for vocational education.

Special education is another area of concern. Public Law 94-142 mandates extensive special education programs for handicapped children. Every handicapped child must have an individual plan outlining an appropriate educational program and cost is not a legitimate consideration. Yet while the State spends over 544 million dollars, the Federal Government is providing about 74 million dollars.

A third important area where Federal funds served as seed money was compensatory education. We're all familiar with Headstart, ESEA Title I, and the Migrant Program. For 1983-84 in Texas, ECIA Chapter I and Chapter I, Migrant funds exceeded 227 million dollars.

Approximately 99 percent of the Chapter I funds was sent directly to local school districts to provide services to educationally disavantaged students. These funds were used to impact students in regular school, neglected and delinquent, and migrant settings. There were over 300,000 participants (representing 10 percent of the total number of students in the State) receiving the benefits of these services. The most important impact of these programs was that overall grades, academic achievement in reading and mathematics as measured by standardized tests, rose an average of 3.1 and 4.5 normal curve equivalents (NCEs) (equivalent to 4.4 and 7.3 percentile points) respectively. Gains of this magnitude are not only highly statistically significant, but educationally meaningful as well. Verification of these gains was made not only through quality control efforts and computer cross checking, but through on-site monitoring visits as well. Additionally, further investigations have determined that much of the gain made by these students is sustained after they leave the program.

These funds are aimed at helping underachieving students to catch up. They are aimed at bridging the achievement gap. They serve a very important purpose, and doing without them would be difficult.

But the red tape, the strings attached, the extensive regulations attached to these compensatory funds and others, have driven many superintendents to the very brink. I call the problem dollar stacking. We have a number of Federal programs aimed at the same general population of kids, but each program is separate, fragmented, and difficult to combine with other funds into a meaningful total program.

For example, a child that had difficulty in learning to read might be eligible for assistance under several of the following programs:

ECIA Chapter I, Regular.
ECIA Chapter I, Migrant.
Transition Program for Refugee Children.
ESEA Title VII, Bilingual Education Act.
ECIA Chapter II.

But all of these programs have restrictive regulations and guidelines that make providing coordinated services very difficult. The regulations often cause separation and isolation of children. The over-emphasis upon seeing that only the intended recipients benefit, sometimes results in no one benefitting.

Why do we pull kids out of their classrooms and send them down the hall to a special teacher? Not because it's better education but because it's easier to prove that you're not supplanting. Let me tell you about an incident that happened recently. We received an interpretation from the Department of Education concerning the shared-use of equipment and non-consumable instructional materials. Even though EDGAR authorizes shared-use, the advice from federal officials was to restrict the use of Chapter I equipment solely to Chapter I activities. The interpretation is that specific Chapter I regulations prohibit using materials or equipment purchased with Chapter I funds for other purposes even though the materials or equipment might not be in use for the Chapter I program at all times. This means that when the Chapter I students are not using the equipment or materials that it must be secured and unavailable to other students. I cannot believe the Congress wants that kind of restrictions rigidly enforced but I guarantee you we would have an aduit problem if we didn't restrict the use.

We need to see if we can't streamline and improve the delivery and expenditure of Federal funds. Several years ago, I sent testimony to this committee on the need to focus all Federal grant funding to local districts in four broad areas: handicapped, disadvantaged, manpower and vocational, and general support. I recommended that

all assistance for local districts flow through the States on a formula basis in those four general categories without percentage set-asides within each area. Based upon local needs and local ability, districts would spend the Federal funds in coordination with state and local funds to meet priority needs within local districts.

We don't need half a dozen different kinds of funds for the handicapped, we need a single fund for serving the handicapped with enough latitude to spend the funds to serve the handicapped based upon local conditions.

In compensatory or disadvantaged, we don't need a vast array of different programs, we need a single fund with a formula that provides funding for the different populations and allows for coordination with State and local funding and mandates an effective overall program that serves the various disadvantaged populations.

Under the present system, the large number of categories within compensatory may cause districts to have several different reading programs for the various population categories. This appoach is not for educational reasons or because of differing needs of the different population categories but rather to respond to Federal audit worries.

Federal constraints on the expenditure of funds for groups within groups have historically caused districts difficulty in spending the dollars. The additional funding constraints under Public Law 98-524, which calls for new matching requirements for separate vocational programs serving disadvantaged and handicapped, will reduce the number of programs and services currently offered at the local level.

A number of wonderful opportunities and services are provided to children with Federal funds that simply would not be available without the Federal dollars. We should take these Federal dollars and serve children. But we need to begin prioritising Federal programs, combining similar programs aimed at similar categorical populations, and placing the large number of small programs into one of the four broad categories.

The State plan in each program area would describe the areas of need and how the funds would be spent. Local districts would receive the Federal funds from the State education agencies based upon local plans or applications for each of the four programs. Local plans would be comprehensive detailing the coordinated use of all funds—Federal, State, and local. Many of the constraining Federal regulations or statutes should be waived contingent upon the comprehensive plans demonstrating that special needs of populations in these programs were being met through the coordinated use of funds.

I would further have any oversight handled by the State looking at locals and the Feds looking at States. Emphasis would be placed upon results not methodology. Instead of mere financial accountability tracing dollars to certain children, we would move to service accountability—what's happening to children with special needs rather than tracing specific dollars. We would focus on the total program rather than isolated appendages as has been the case in the audits of the Federal programs.

I again mention pulling students out of the regular classroom and sending them down the hall to a special teacher. Why, after all these years of Title I funding, do we still pull kids out of their regular classroom and send them down the hall to a special teacher? This arrangement is the easiest way to prove you're not supplanting. I know you may quickly point out the regulation that says children don't have to be served outside the classroom. Let me also quickly point out that we don't have to do anything wrong to have problems with Federal aid.

All we have to do is to be accused in a Federal audit and we're guilty until we prove our innocence and that proof of innocence may cost more than many can afford.

I would ask you to read my testimony in the hearing before this committee on HR 8145 of November 18-20, 1980, and again the hearing of July 29, 1982 on the Texas bilingual audits, if you want to see more explicit examples of this significant problem. Effective education is often preempted by the fear of Federal audits. This committee needs to move forward with its legislative agenda on the audit resolution process and make sure that States and local districts aren't spending excessive time and money fighting with the Federal Government over audit technicalities when they could better use their resources improving the education of children.

Let me also share with you a recent initiative I started with the Federal department. I have talked with representatives of the Inspector General's Office and with representatives from the Secretary's Office about negotiating a settlement on all outstanding audits in Texas. We would negotiate in good faith, agreeing to repay any funds that were spent improperly if the Federal Government would also negotiate in good faith by eliminating amounts in question relating to strained technicalities. My offer has apparently met with willingness to talk on the part of the Govern-

ment. We would like to start over in a new partnership relation with the Federal Government rather than remain as adversaries because of technicalities. You can help by encouraging these negotiations and by being very careful about verbally supporting witch-hunts of fraud, waste, and abuse in educational programs. If the government looks hard enough, it can come up with some technicality to question almost any program with that recipient then being guilty until they prove their innocence in trials held by the accusers. The recent GAO review of the Texas bilingual audits should have been sufficiently embarrassing to the Federal Government to cause you to look carefully at the current system. We're all after the same goal—improved education. State officials and federal officials should be allies not combatants. The Inspector General's Office can be extremely helpful in this whole process but the emphasis should be on preventing problems before they occur and with correcting problems while they exist rather than years after the fact, attempting to recover large sums on shaky technicalities. Please refrain from criticizing the Department when it makes an honest effort to settle cases on a reasonable basis. In the past, for fear of congressional criticism, they have been afraid to do what they felt was just.

I would also like to mention to you three specific programs in which proposed budget cuts may pose problems.

CHAPTER I, MIGRANT

I have already mentioned to you the successes that we have experienced in the Chapter I programs. Senator Orrin Hatch has proposed a cut in services to formerly migratory students from 5 years to 2 years. This action would reduce the Texas Migrant Program to 50 percent of the current budget and 40 percent in terms of services to migrant students.

Recent State salary increases have already eliminated approximately 250 migrant positions statewide.

EMERGENCY IMMIGRANT EDUCATION ASSISTANCE

The recent appropriation of 4 million dollars to Texas to provide supplementary educational services to immigrant children was a relief to many districts. An influx of 46,407 children in 47 districts are benefitting from these funds.

I understand that the President has proposed to eliminate this funding in its entirety. I urge you not to accept this action. Texas has demonstrated the need for this funding on more than one occasion.

NATIONAL SCHOOL LUNCH AND SCHOOL BREAKFAST PROGRAM

During the 1983-84 school year, the Texas Education Agency administered the National School Lunch Program in 5,279 schools in 1,039 school districts. This represents 95 percent of the total school districts and 94 percent of the schools in the state. In these participating schools, a total student membership of 2,787,679, including 1,039,529 students approved for free and reduced-price meals, had access to the Lunch Program each school day. On an average day, 735,357 students purchased a lunch at the regular price, 98,822 students received a reduced-price lunch, and 731,975 students received a free lunch. Federal program reimbursement in the amount of $186,050,416 was received by Texas for this program. During the same period, 4,965 schools in 1,023 school districts participated in the School Breakfast Program. The average daily participation in the Breakfast Program was 57,442 students purchasing a regular-price breakfast, 17,839 receiving a reduced-price breakfast, and 340,252 students receiving a free breakfast. Texas received $44,959,657 in Federal reimbursement for this program.

The President's proposed budget would totally eliminate the reimbursement and commodity assistance for lunches and breakfasts served to paying students. Reimbursement would also be decreased for the reduced-price and free lunches; however, the commodity allocation would be increased for these meals. This would result in a decrease in Federal funds for the Lunch Program of approximately $34,000,000 and in the Breakfast Program of $1,000,000 paid to Texas public schools.

Let me close by saying I'm not going to ask the Congress to spare education from cuts. In these austere times with unbelievably large budget deficits, it would be improper to ask that we not share in helping to solve the problem. Inflation and high interest rates hurt much worse than cuts because in Texas they impact 11 billion dollars of State, Local, and Federal aid not just the 750 million in Federal.

We'll take our cuts—we only ask that the cuts be spread fairly and equitably. An educated citizenry is the most important weapon we have for national defense.

Therefore, I suggest you use the same approach to reducing aid to education as you use to the defense budget.

Chairman HAWKINS. Thank you.

Our final witness is Dr. Billy Mellown.

STATEMENT OF BILLY MELLOWN, DEPUTY STATE SUPERINTENDENT, ALABAMA DEPARTMENT OF EDUCATION

Mr. MELLOWN. Thank you, Mr. Chairman.

It is a pleasure and honor to have you in the South to participate on this distinguished panel. My chief State school officer could not be here today because he had a State board meeting. He sends his greetings and regrets that he could not be here.

May I also take this opportunity to point out that there are at least three other States represented here today, in the interests of this panel, States of Arkansas, South Carolina, and Oklahoma. We also have the migrant record transfer system represented at this hearing today.

We are pleased that your hearing in this area has caused so much interest in the South. We are pleased that you are here.

I think the fact that we have that many States represented here indicates great support for what you are doing.

Thank you very much for being here today and for allowing us to present testimony.

We are grateful for your assistance and leadership. Without your leadership and without your support, as other members of this panel have indicated, many of the things that are going on in public education and private education today could not be happening.

We are very grateful for your support and leadership. We realize that we need more of your support in terms of dollars and cents. But we also need your support making it nationally important for all of us. We urge you to continue that support.

We are not unaware of your youth conference last week, Mr. Chairman, and the coverage you received throughout the Nation. I have a copy of your article which was in our Birmingham News on Sunday, of your support for education. We are very grateful for that.

I would depart from my written testimony and talk about two programs that currently exist and one new initiative that we would like to recommend.

The two programs that I would like to talk about impact aid and child nutrition, are very important to us. Other members of the panel have mentioned these, so I will only highlight them.

The Impact Aid Program is vitally important to our State and to the LEA's in our State. We have quite a number of Federal installations there. Those Federal installations are important to us and to our State. The citizens and the workers in these installations participate in our community and help us to have a better community and a better State.

But without the support of the Federal Government for the taxes that we lose in these areas, we would be in very grave circumstance in our State. We need the support. As a matter of fact, if

impact aid part B funds are eliminated, many of our local school systems will lose as much as 71 percent of their impact aid funds.

This will have a great impact upon the services that we are able to provide to the citizens that are participating on these Federal programs.

Our Child Nutrition Program is one that is very important to us. It is one that provides a great deal of support to Alabama and to the boys and girls in our school systems. Since this has been mentioned on a number of occasions, may I take this opportunity to give you facts and figures about the impact in Alabama.

We serve some 89 million lunches in our State. That amounts to something like $10 million from the Federal Government and $10 million in commodities. These funds are vitally important to us. Without this, these funds from section 4, it would be impossible for us to continue the programs as they now exist.

School systems would have to completely drop programs, would have to change programs, would have to discontinue services to boys and girls. We estimate that if the section 4 programs are eliminated that we would have something like 600 schools that would have to quit offering lunch programs. This means that the boys and girls, that the students in those schools, would not be able to receive the services that they so desperately need.

Approximately 500 of the schools in our State would perhaps continue to have programs on the Child Nutrition Program, as well as a la carte where children could go in and buy food. But this, again, would cause further distinction of children and penalize those children that so desperately need the free lunch program.

Approximately 350 of our schools would continue the programs we estimate as they now are existing. We estimate that those school systems that have 70 percent of the children on free lunches could not continue to operate if the section 4 funds are cut.

This would make a tremendous impact upon the education program in our schools, to say nothing of the impact that it would have on the health and welfare of the children in our schools.

The new initiative that I would like to mention deals with rural education. We have heard a great deal this morning and otherwise about the need for urban education. We don't deny the need for urban education.

We agree to that. We would like to point out to the committee the fact that while some 12 percent of the children live in urban areas, some 13 percent of our children live in rural areas, rural, isolated areas that desperately need support, that desperately need help.

Those children are impacted doubly and double handicapped by the fact that they live in rural areas where they don't have the benefit of the cultural and social activities that they might have if they lived in urban areas.

We would like to suggest to the committee that we consider an urban and rural education program because the need is so great in our rural areas for support and the children in these areas are being neglected by the fact that they don't have the social and cultural advantages that children who live in urban areas might have.

It is a pleasure to be with you. We hope that our testimony has been helpful to you. We look forward to working with you through-

out this Congress to see if we cannot improve our programs as we move along.

Thank you, Mr. Chairman.

[Prepared statement of William E. Mellown follows:]

PREPARED STATEMENT OF DR. WILLIAM E. (BILLY) MELLOWN, JR., DEPUTY STATE SUPERINTENDENT OF EDUCATION, STATE OF ALABAMA

INTRODUCTION

The defense of the nation is always a major priority of federal government, Alabama's late Senator Jim Allen once said he believed that national defense was the FIRST priority but in his words the "first line of defense must be education" for, like Thomas Jefferson, he believed: "A nation that expects to be free and uneducated expects what never has been and never shall be."

The original goals which created federal involvement with education are still part of our national purpose: an informed electorate, economic development, equality of opportunity, and national security. The modern age has added an explosion of new knowledge, increasingly mobile populations, dramatic shifts in demographics, and a growing public awareness of the disparities in the distribution of resources—none of which are truly addressable by local initiatives.

Education must be strongly supported by the federal government. The federal government has the widest financial base and the necessary ability to redistribute financial resources, the broadest perspective on national needs and aspirations, and the responsibility to protect the national interest. What other level of government is in a position to support human capital development, assure access and equity, promote research and innovation with the required economy of scale, coordinate data collection and analysis to reduce duplication of effort, and above all mitigate the adverse local impact of national policies that encourage uncontrollable immigration and the rising expectations of "special" populations.

The economic and political health of the nation depends on the ability of each successive generation to become productive and informed citizens. Schools are the mechanism through which we achieve our national goals; attention to the special populations must not distract us from viewing all youth as a national resource to be developed. Today's task is to focus the attention of decision-makers on the direct connection between quality education and national survival.

Americans have not lost their optimism about the future of public education. NEA's recent publication "Money for Public Education—Over Three Decades of Public Opinion" confirms that America's commitment to achieving educational goals has been unwavering through the ups and downs of integration and tax revolt. Our deepest national concern must be that this generation is widely perceived to be the first in American history to be less well educated than their parents. The current state of the teaching profession is a national crisis.

We believe that the Administration has misread public opinion on this issue. We see no desire to abandon the school system that has served us so well in the past. The true sentiment of the nation is better represented by NEA's citing a "New York Times" poll taken after one of Reagan's proposed cuts in federal aid which found that 81 percent of its respondents preferred to increase their taxes for the support of education.

Since 1979 Roper polls have shown a continuing perception that too little is being spent to improve education nationally. The public will support school funding so long as they are informed of the educational needs that exist and are convinced that the additional money will be used to fulfill those needs.

Operating schools is the prerogative of local governments; they have a unique ability to respond to parental and community concerns. Their effectiveness as the mechanism through which we achieve our national goals depends upon their receiving leadership, technical assistance, and financial support at a level which will give genuine promise of actually meeting the identified needs. Failure to follow through with adequate appropriations for programs initiated at the federal level keeps the states scurrying on damage-control missions, usurps the prerogative of setting state priorities, and hampers effective planning at the state level.

It is unconscionable to place children in a situation at school that is known to be a long-term hazard to their health; yet, we tolerate the presence of asbestos and reduce support to the school feeding programs, forgetting that the program was started because the military found its recruits so poorly nourished as to be unfit for

service physically and mentally. What good is Star Wars technology if our soldiers lack the skills to maintain and operate their weapons?

The federal government has a disconcerting tendency to set the priorities by authorizing new programs with great fanfare, raise hopes among the target populations, create the expectation of a quick and easy solution to problems as complicated as the shortage of math and science teachers, and then leave the states to pick up the tab. At its peak, the War on Poverty reached less than half of the children legally eligible for compensatory education under the antecedents of ECIA Chapter 1; now most of these programs cannot even maintain their 1980 purchasing power. Nearly 90% of the federally mandated educational services to handicapped children are funded by state and local governments.

No state alone can afford to train its workers displaced from farm and factory by changes in the global economy. Federal funds are essential as impact aid, for refugee resettlement, to pay the excess costs of providing near life-long educational services to the handicapped, to achieve economies of scale in research, development, and dissemination of an improved curriculum. If our nation is to survive the Information Age, we must have excellence along with the mandated equity, higher order thinking as well as the mandated basic skills, and teacher competency from the mandated under-represented groups. The federal government could support initiatives for school reform, improved teacher training and in-service professional development.

Alabama's primary educational problem is poverty. According to the Census Bureau a census tract is a poverty area if 20% of its population falls below the poverty threshold. If counties can be weighed on the same scale, 32 of Alabama's 67 would qualify. The poverty rate for the state as a whole is 18.9%. In our richest county, Shelby (suburban Birmingham), the poverty rate exceeds the national average for urban places. Alabama has three of the ten highest county poverty rates in the nation: Tunica, MS, 52.9%; Starr, TX, 50.6%; Owsley, KY; 48.3%; Holmes, MS, 46.9%; Greene, AL, 45.7%; Wilcox, AL, 45.3%; Lowndes, AL, 45.0%; Humphries, MS, 44.7%; Shannon, SD, 44.7%; and Lee, AK, 44.3%

Nine Alabama counties made the Bureau's list of the 100 poorest in the nation. Greene, 45.7%; Wilcox, 45.3%; Lowndes, 45.0%; Perry, 43.8%; Hale, 39.5%; Bullock, 35.4%; Sumter, 33.6%; Marengo, 33.4%; Macon, 33.0%.

VOCATIONAL EDUCATION

The new federal vocational education legislation continues to emphasize set-asides for disadvantaged and handicapped students and to require state matching funds for the excess costs of special programs. The net result in Alabama where total available funds are so limited is that compulsory redirection creates less opportunity for the intended beneficiaries.

Under the present legislation if there were six limited-English students in the state last year, three of them served in a single school system, that system must hereafter reserve half of its disadvantaged funds for students with limited English. It it has no such students this year and next, the set-aside money cannot be used for other disadvantaged students; it must revert to Washington.

Alabama's economy turned downward more severely than the nation's and it is recovering more slowly. Local support for vocational programs is difficult to increase, particularly on the short lead time usually provided by the federal programs—six months and less. Consequently, the requirement that federal vocational funds and the state matching funds be used to expand and improve programs usually forces our school systems to discontinue some current program in order to release funds to match the federal funds available to expand another. The expanded programs are not necessarily superior to the discontinued ones.

Additionaly, the recently proposed Rules for the "Carl Perkins Act" are very complex and difficult to understand. It is suggested that each Committee Member contact the State Director of Vocational Education in his/her state to determine the impact on programs already functioning in an excellent manner.

CHILD NUTRITION

Child feeding programs show similar unintended results. Where the population distribution is relatively sparse, facilities tend to serve small numbers of children. If a new means-test is imposed which removes some of the enrolled children from the program, the number who remain eligible may be too low to justify the center's continuing as a provider. If the reimbursement rate is also lowered, only clients who can afford to increase their contribution will continue to receive services.

The entire schools lunch and breakfast program in Alabama is threatened by the proposed elimination of commodities and subsidies for meals served to all participating children. Statewide, forty percent of the current participants are classified as "paying"; it seems unreasonable that they could absorb the anticipated $10.2 million cut in Section 4 benefits in order to continue school food service in Alabama.

If the administration's proposed cuts are implemented, we estimate that only schools with 70% free and reduced-price meals will be able to continue current food service programs; with so few paying students the additional revenue from increased prices would be negligible. The schools with 30% to 70% free and reduced-price lunches will probably switch to dual service: a la carte to paying students and separate minimized Type A service for those who continue eligible. With less than 30% free and reduced-price meals it seems likely that the cost of administering the program can no longer be justified. We expect that such school will raise their food prices to cover the costs and make service available only to paying students regardless of financial ability.

The purpose of school food service is to encourage nutritionally adequate diets for all children. The ill effects of poor eating habits and inadequate menus due to ignorance of nutrition are not limited to low-income children. Controlling the resulting academic and developmental problems are a national priority which the administration seems willing to overlook.

Alabama wishes to provide an "in-depth" examination of one component of Child Nutrition Programs—the National School Lunch and Breakfast Programs:

The proposals currently being considered by the Administration for cuts in the Child Nutrition Program areas primarily involve reduction or elimination of funding for the Section 4 reimbursement and freezing other program benefits at their current levels. Section 4 funds are those currently received for meals served to all children, including free, reduced, and paid meals.

The elimination of Section 4 funds would greatly impact on the children and families of Alabama. Based on 1984 data, approximately 89 million lunches were served representing $10.2 million in Section 4 funding, as well as, a comparable value in commodities which would be potentially lost to Alabama schools if these funds are eliminated. The loss would most directly impact on the middle-income families and their children who currently participate in the school lunch and breakfast programs on a paid basis. Of total meals served in Alabama, 40% (35.7 million) were received by paying students. A major implication of this cut would be that the paying students would be required to absorb this loss by additional increases in their meal costs; this being the only source of additional revenue for the program.

It is anticipated that the loss of Section 4 funding would have the following effects on our programs state wide. These effects vary depending on the number of free and reduced-price students participating in the school or system:

1. Those schools/systems having less than 30% free and reduced-price meals would seriously consider dropping USDA funded programs altogether and offer only paid meals to students. With Section 4 funds eliminated, the programs become more trouble to administer than they are worth financially. This would require all students in the system to participate on a paid basis regardless of financial ability. Additionally, the school/system would have to increase lunch and breakfast prices to compensate for the corresponding loss of funds and commodities which would have otherwise been received to support the over-all program. The only option other than to increase prices would be to discontinue school meal service altogether.

2. Those schools/systems having between 30-70% free and reduced-price meals would consider a re-emphais in their programs essentially to attract more participation from paying students. The program would be divided into an a la carte option for the paying students and continuation of a minimum Type A meal service for the free and reduced students. The additional income from the a la carte sales could potentially off-set part of the loss in federal funds, and the Type A meal service would be minimized to reduce costs.

3. Those schools/systems having greater than 70% free and reduced-price meals would feel a minimum of impact by a reduction of Section 4 funds. They would continue current programs basically as they are, with little change and showing only limited interest in the needs of the middle-income families and children participating. These programs generally have a much smaller paid participation and, therefore, could continue to operate as they have in the past. An increase in the cost of paid meals would add very little (if any) to their revenues because of the lack of paid participation.

At this point, it is conceivable that the Child Nutrition Progams would be drastically changed as we know them, from a major emphasis on good nutrition and well balanced diets for all of our children to just another welfare program available as-

sisting primarily lower-income families and children. Currently, our major emphasis in Alabama administered programs is to encourage nutritionally adequate diets for *all* children in the state. A major part of this emphasis includes insuring that all participating children receive the recommended nutritional intake equivalent to ⅓ to ½ of the required daily minimums as established by the USDA.

All families are subject to the effects of poor nutrition, menus, and eating habits. The numbers of low-income children suffering may surpass those of higher-income families, however, it has been proven that income level alone is no assurance that children receive well balanced meals. Unfortunately, too many children of upper-income families suffer the same effects of poor nutrition as those of low income. This is a problem of national proportion and has a direct effect on the students academic as well as social development potential in school.

It is important to remember that one strong justification for supporting passage of the National School Lunch Act in 1946 was to ensure that future inductees into the military services would not be classified as 4-F because of poor nutrition during their informative years.

If Section 4 funds are eliminated, the program may serve as an advocate for good nutrition only for children of low-income families, disregarding all other children. In Alabama, we feel this would be excluding the majority of our population currently benefiting from the programs, as well as doing an injustice to the excellent program standards currently established which benefit the entire school population of the state. Understanding proper nutrition is an asset that can go with our children through life if given proper emphasis during their formative years. Section 4 funding is a vital component that insures the development of the proper respect and concern within our children for good nutrition and if eliminated, our children pay the price.

EDUCATION CONSOLIDATION AND IMPROVEMENT ACT—CHAPTER ONE

Alabama school systems are receiving approximately 62.2 million dollars from ECIA Chapter 1, for the current academic year. This is the sixth consecutive school year during which less federal funding for services to educationally deprived children from low-income areas was available than was available in previous years.

The history of ECIA in Alabama since 1979–80 can be summarized as a list of declining numbers: $71.2M, $70.9M, $68.8M, $65.4M, $62.2M. These numbers represent the funds shared among our local school systems for the successive school years from 1979–80 through 1984–85. The level of services has been directly dependent on the level of funding in spite of efforts to at least soften the impact.

Alabama has tried a variety of tactics to stretch these supplemental dollars and to postpone the inevitable loss of services. The "easy" reductions were made many years ago. In some schools we now have aides in the regular classroom instead of the "pull-out" remedial instruction once provided by professional teachers paid from ESEA, Title 1 funds. We have dropped most supportive services: health care, guidance and counseling, field trips, and the like. Supplemental materials and supplies for low-achievers have been drastically cut back.

At its peak, ESEA, Title 1 did not provide for all the children who were legally eligible. We are now eliminating essential services. Most Alabama school systems have been forced to choose between serving elementary and secondary grades, to cut remedial class time and increase the number of pupils in the supplemental classes, and to eliminate all but the most critical subject area.

The formula which allocates ECIA, Chapter 1 funds has two major factors each of which operates to the disadvantage of Alabama school systems:

Alabama has the third highest poverty rate in the nation among schoolage children, but out state is basically rural and the population is small. The formula which distributes ECIA, Chapter 1 funds considers only the number of low-income children.

The formula used by ECIA, Chapter 1 distributes federal funds in proportion to the state per pupil expenditure. Alabama is a poor state; consequently the formula gives us less per eligible pupil than it gives to the richer states.

Congress will hear much this year about the plight of the inner-city child. We must remind you that most tof these inner-city children live in relatively prosperous states where they are a relatively small portion of the total schoolage population. We speak for another group, with smaller numbers but equal need for special services—the culturally deprived, physically isolated, low-income children who live in states that cannot afford compensatory educational services. These children have been hurt by the redistribution of ECIA, Chapter 1 funds and will be hurt again by

any reduction in federal aid to remedial education in the elementary and secondary schools.

We have twenty years experience with federally funded supplementary services for educationally deprived children. On the whole they have been successful years. The achievement gap between children in low-income areas and their middle-class peers has been narrowed although more publicity has been given to the decline in the overall scores. We are grateful to the nation for the support this program signifies.

You have asked for suggested changes in the law and new initiatives. We would like you to amend Section 134, Noninstructional Duties, so that personnel paid from ECIA, Chapter 1 can function as any other staff members do outside of the hours reserved for instruction. For example, we have been advised that the current law prohibits a Chapter 1 teacher from having a homeroom section even if all the children in the section receive remedial instruction from her during the next hour. The irrations caused by this restriction far outweigh any possible benefit to the program.

Our major concern at the moment is the apparent lack of coordination among the various monitoring and auditing requirements. We need guidelines written in "education" which explain the standards or tests that will be applied under the single-audit concept, especially those that pertain to program compliance. It seems that neither the state nor the federal Education Department can confidently assure us that any given interpretation of the requirements will be judged adequate by the Inspector-General even if acceptable to the state and to our independent auditor.

It is not sufficient to say that where the current law is silent we may safely fall back on the antecedent law and guidelines. We know that the "pullout" programs devised under ESEA, Title 1 left a tide audit trail; but because of the continuing loss of funds, we can no longer afford to operate those programs. We need a permissible way to integrate Chapter 1 services into the regular basic skills instructional program rather than continuing to run them parallel to the normal program. Lack of definition from the federal auditors has hindered the innovation which was supposed to result from the removal of the Education Department's "excessive" regulations.

EDUCATION CONSOLIDATION AND IMPROVEMENT ACT—CHAPTER TWO

Alabama has received $7.7 million from ECIA, Chapter 2 during the current fiscal year. There are several strong points about this program. Among them are:

1. There are twenty-nine (29) different programs under Chapter 2, including B-3 Improvement in Local Educational Practices which allows an LEA to use this money to solve educational problems in the system, for which money is not available. Some systems develop materials and/or programs which are transportable to other systems. Therefore, the unlimited ways in which Chapter 2 funds can be used is one of its greatest strengths.

2. Chapter 2 enables a system to try something different. In one LEA, Chapter 2 funds are used to pay the salaries for three elementary guidance counselors. One administrator said already he could see fewer discipline problems with students who came from those elementary schools where guidance counselors were employed.

3. There are two (2) consortia of some thirteen (13) systems in Alabama. Members pool a portion of their Chapter 2 funds in order to share the cost of professional development and in-service training of teachers and the purchase of costly audio visual resources.

4. The Chapter 2 program has over 21,000 private school pupils participating which means there are more private school pupils participating in Chapter 2 programs in Alabama than any other federal program.

IMPACT AID PUBLIC LAW 81-874

Alabama's oral testimony highlighted the effect that would be experienced by the elimination of payments for "B" children. Alabama has several military installations and is grateful for each of them. In spite of this gratitude, the fact remains that local and state taxes are missing for these personnel and no property tax is received from the federal land. Impact Aid is a vital part of the budgets for these school systems serving children whose parents work or live on federal property. Should payments for "B" children be eliminated, Alabama would lose 71% of present Federal Impact Aid payments. It is thought that a similar reduction would be experienced by your state.

NEW AND MUCH NEEDED FEDERAL INITIATIVE

In our view the most neglected group in modern American society is the large percent of our nation's low-income children who are growing up in isolated rural areas. Only 26.3% of the nation's population is classified as rural by the 1980 Census, but the figure rises to 29% if we consider only those who are under age eighteen. The attention paid to the problems of educating these children has not been in proportion to their needs and numbers.

In rural areas 31% of the total 1980 population was under age 18, compared with 27% of the urban population. This difference would be significant for funding education, in the broadest sense, even if urban and rural incomes were equal—which we all know is not the case. If it were possible for rural areas to achieve average per pupil expenditures, education for these children would still be hampered by the higher costs of such peripheral services as transportation.

Nationally 12.1% of the population in urban areas reported 1979 family incomes below the poverty threshold; for rural populations the national poverty rate rises to 13.2%. Poverty rates in the South exceed both national averages.

Rural low-income children are doubly handicapped, by an increased chance of growing up in economic depression and by social and cultural isolation. These children are almost totally dependent on their schools for their social and cultural life; they seldom have access to museums, theaters, libraries, or even bookstores. What they would normally see of life is as uniform as it is barren.

The Committee is familiar with the problems of poverty as seen among inner-city children. The problems of poverty are unfortunately not unique to low-income children in urban areas, and we are opposed to additional funding for urban areas based on the assumption that they face unique educational problems. Low-income children in urban areas at least have access to the cultural institutions created by their more affluent neighbors; they can be taught to take advantage of the opportunities available to them outside of school. Let us mandate no more special populations until we can fully fund the expectations of those already created.

When we consider federal aid to education, we cannot allow ourselves to be divided into urban versus rural or Sunbelt versus Frostbelt or low-income versus affluent. We must look at the educational needs of children and try to solve these problems regardless of their source and wherever the children live.

SUMMARY

The characteristics of federal aid to education which are most effective from our perspective are those which result in sufficient flexibility for the state and local governments to adjust them to unique and transitory local situations; for example, we suggest that federal legislation set priorities for special populations without imposing compulsory set-asides. We need the ability to combine and coordinate programs with similar purposes and target populations to reduce duplication and fragmentation.

Effective planning and administration are enhanced by having all program funding flow-through the state departments of education. For the same reasons we advocate forward funding without recissions or deferrals, formulas that minimize fluctuations in funding from year to year, and authority to carry over funding. Audit standards and responsibilities are not clearly defined.

Alabama pledges its support of and involvement in your programs. We ask that you remember that children are important whether they live in big cities or in rural isolation. We appreciate the fact that you came to the south for a public hearing and especially the fact that you listened to us!

Chairman HAWKINS. We certainly want to thank all the witnesses for very excellent testimony and their cooperation in making them as brief as they have.

I have only one question at this time. Dr. Kirby, you indicated throughout your testimony that greater efficiency should be applied to the funding of education, a position I think all members of this committee would agree with. We may speak of excellence and good quality education, equity and so forth—we certainly agree money that is inefficiently spent deprives us of doing these other things in education. So I think we go along with that.

I certainly want to reassure you that this committee is also interested in efficiency in education and will certainly take seriously some of the suggestions along that line that you made.

In closing your statement, you suggest we use the same approach to reducing aid to education as we use to the defense budget. This seems to be somewhat of a contradiction. Would you suggest that we treat the two equally—for example, specifically, that we adjust both of them for inflation and give to education the same increase in funding and the same attention that we give to the defense side of the budget?

I just want to be sure.

Mr. KIRBY. Mr. Chairman, what I was really saying is that education and an educated citizenry is extremely important and vital to national defense, just as much as bombers and people who operate those. What we are really trying to say—I also know we have a tremendous problem with our deficit situation.

I know Congress has to address that. I think that education ought to be willing, if it is the ultimate decision of the Congress that we have to cut back, then I think we ought to be willing to take a cutback. But education is just as vital to this country as is defense, and, therefore, treat us the same.

If we both have to take cuts, let us both have cuts. But if we are going to have increases, keep education in mind just the same as you do with defense. If it is appropriate to adjust for inflation and then increase, let's do education the same way.

That is what I was trying to do. Let's be fair and equitable as the Congress deliberates in how you decide to solve that problem. We rely on your good judgment. All we are asking for is equitable treatment.

Chairman HAWKINS. Then I assume from your statement you agree that education, when we speak of investment of dollars in education, that we should adjust them for inflation the same way as we adjust for inflation in spending on defense—that on the basis of merit, if we decide we want to spend money for a particular weapon on the basis of merit, we should do the same thing in education.

If we decide that chapter I, for example, has merit, that it should also be given an increase in the same manner. Consistently that should be a fair and equitable approach.

Mr. KIRBY. Mr. Chairman, I would absolutely support that.

Chairman HAWKINS. Thank you. Taking, of course, into account that in each instance we should apply methods of efficiency.

Mr. Goodling.

Mr. GOODLING. Thank you, Mr. Chairman.

I would again mention that I agree with what both of you are saying. There is one slight difference and we are stuck with it. Congress made a decision in 1981 to move ahead, and they now have an awful lot of things that are half-way completed, one-third completed, two-thirds completed, and they are pretty much stuck with that now.

They either go ahead and complete them or just leave them where they are. That is the only difference.

I don't know, Mr. Chairman, if you know that Dr. Mellown is a great supporter, advocate of the "Crimson Ripple"—it used to be

called the Crimson Tide. I will admit they did well with respect to Penn State, but so did a few others. We stumble sometimes.

Chairman HAWKINS. I didn't know it was an educational problem.

Mr. MELLOWN. Very definitely, yes.

Mr. Chairman, if I may, I think I should have equal time. If he thinks we have problems in education, I would like to remind the distinguished Congressman that we do have problems, but we are able to win sometimes by two field goals.

Mr. GOODLING. That was the stumbling I was referring to.

Mr. MELLOWN. Thank you.

Mr. GOODLING. Let me, first of all, say that all of you gave me an opportunity to say something that I should have said in my opening remarks because all of you talked at great length about all the things you are presently doing and are able to do which is basically a spinoff of the new attitude toward education. President Reagan's is the only President other than Lyndon Johnson in my time that has used his pulpit to make sure that the public doesn't continue to take public education for granted.

You know, prior to that time, between Johnson and Reagan, all I heard about was proposition 13, proposition 2.5, proposition 5, proposition everything else. Now all of a sudden you are telling me all the things you are now able to do because somebody has focused some attention on the problems that we have in education.

So when we are passing out all the blame, I suppose it is only fair to pass out a few thank-yous, too, because that pulpit is pretty important.

I would mention that Mr. Ford and I are still working on the auditor resolution. As you know, we got it through the House. The Senate did not have time to get to it. We will keep working on that.

I wanted to ask Dr. Truby—Does your State require the serving of free and reduced price lunches even if they do not participate in the national school lunches?

Mr. TRUBY. Yes, we require free and reduced price. Also we require the breakfast program. All the districts must provide a breakfast program by State law, unless there is a waiver from the State superintendent. We have had very few requests for waivers.

Mr. GOODLING. And also free and reduced lunches.

Mr. TRUBY. That is right.

Mr. GOODLING. How about the other three? I think there are only four States that require this.

Mr. KIRBY. A breakfast program in Texas that all students are required to participate in, providing if they reach a certain percentage of children on the free lunch program.

Mr. GOODLING. The thing I cannot explain to my colleagues in the Congress is that with the exception of 14 States—I think it is—you don't have to supply a free and reduced price lunch unless you participate in the National School Lunch Program.

Now I am told in West Virginia they must serve free and reduced price meals. I was wondering in the other three States represented, do you also require it?

Mr. KIRBY. In Texas it is not required. Better than 95 percent of the districts are participating. In the new compensatory funding

formula that we passed this last year, it is based entirely on that National School Lunch Program. So there is a $258 per child incentive in State Comp Ed for them to get into it.

A number of the districts not previously participating are now participating.

Mr. BOYD. We do not require and virtually all are participating.

Mr. MELLOWN. We do not require it.

Mr. GOODLING. What happened after the reduction—we had a number of schools throughout the country that dropped out. They are affluent enough. The people really caught in this deal are those serving 20, 30, 40 percent free meals. How do you serve a free and reduced price lunch—how can you afford to do it—if, as a matter of fact, you are not particpating in the National School Lunch Program or the State is requiring them to provide it.

Mr. TRUBY. We attached another rider on there which is a little bit unrelated. We have a requirement, a State requirement, that no student be charged for a Texas book or fee if they qualify for a free or reduced price lunch.

Mr. GOODLING. And, of course, we not only have a little problem between Penn State and Alabama, but I think we have a little problem on impact aid, too. Every President in my adult life, I believe, has encouraged us to reduce the expenditures of impact aid, part B.

There has to be some way. I realize I would lose a lot of money. If you had 3 large installations, you could tax those properties 10 times what they would be ordinarily taxed and you would not make up the difference you get from the taxes that those people pay working on Federal salaries—which are better than most of the others in the area paying property tax.

All of these things are a great reward to our area. We have to find some way to differentiate between those who are really benefitting from those—you mentioned you were benefiting from installations. We have to find some way. Because a lot of money, including in my district, is coming back in impact aid, part B that would be better spent on chapter 1, chapter 2.

I would be the first to admit I am not quite sure how we tackle that. When I came to the Congress we said we have to do something about part B. Bill Frenzel said, "Good luck, we have been trying that for the 10 years before you got here."

There has to be some way we can get money to those who are truly impacted. On the other hand, it shouldn't be a kind of gravy train.

Mr. MELLOWN. I wish I had the solution to the problem. I feel, however, if some industry were located in these facilities, that they would be paying property taxes, we would be collecting taxes on property.

We have large tracts of land that are not being used, that are not taxed at all, because of the fact that they are Federal installations. We need some solution to the problem.

I, too, wish I had a ready answer for the committee.

Mr. GOODLING. Of course, you are assuming you are going to attract those industries.

Mr. MELLOWN. We would hope so.

Mr. GOODLING. Thank you, Mr. Chairman.

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Chairman HAWKINS. Mrs. Boggs.

Mrs. BOGGS. Thank you, Mr. Chairman.

I want to thank all the people who have testified and to apologize for our superintendent who had to leave to make a luncheon speech. He asked me to express his gratitude to the committee for our holding the hearings here.

Chairman HAWKINS. Mr. Kildee.

Mr. KILDEE. Thank you, Mr. Chairman.

In conjunction with what Mr. Kirby said in his testimony on the education budget and the Pentagon budget, I think we agree on that. Since David Stockman knows the price of everything and the value of nothing—I have said this many times—we really need advocates in those departments.

I just wish that Bennett is as strong an advocate for education as Cap Weinburger is an advocate for defense. The President picks, I think, his cabinet members for various purposes. But certainly Bennett in the last few days has not indicated to me he is a strong advocate for that department. Weinberger goes around like a roaring lion and Bennett is like a kitten meowing or purring, rubbing against our leg. That is about all.

I am really grateful Terrel Bell was there. He was a strong advocate for education. I think we will be more grateful as we begin to see what he did within the administration to be a good advocate. I hope Mr. Bennett will change—at least from his public statements I am very discouraged as to what his advocacy is for the Federal role in education.

As I said in my earlier statement, education is a local function, it is a State responsibility, but a very, very important Federal concern. I just wish that we would have a better advocacy there. And that is part of the problem in Washington.

When anyone within the administration suggests that the Pentagon take a cut, then there is an outcry. I wish there was an outcry on the part of education.

I appreciate your testimony this morning. I particularly appreciate the information as to the effect of what cutting the subsidy for the paying student, the effect that may have on the free and reduced lunch student. I think it is very important, because you certainly lose an economy when you reduce that 24-cent subsidy for the paying student.

Some schools, either a district or some local schools, would have to drop the program because of the lack of economy.

Again, I thank you.

Chairman. HAWKINS. Mr. Owens.

Mr. OWENS. Mr. Kirby, would you give us the documentation again on the Texas bilingual audit? What is the date on that?

Mr. KIRBY. It was released in a letter of December 26, 1984, from Chairman Jack Brooks—is the one that sent it to us. It was released just a matter of days before that.

Mr. OWENS. Do you have a number?

Mr. KIRBY. December 14, 1984. GAO/AFMD85-6.

Mr. OWENS. Thank you.

You also mentioned the amount of money, overhead for the administration of the Federal program, versus the much larger Texas amount—what was that again?

Mr. KIRBY. We are spending approximately $40 million for administration of the State department, the entire State department is approximately $40 million, and approximately half of that is Federal funds.

Mr. OWENS. And your State budget is what?

Mr. KIRBY. The actual State budget that we give to school districts is about $5 billion. But they also have a like amount in local, tax money they spend. Over all we are spending about $11 billion—State, local and Federal.

Mr. OWENS. Federal is what percentage?

Mr. KIRBY. $750 million out of the $11 billion. A very small percentage.

Mr. OWENS. Thank you. And the superintendent from Mississippi, I have watched with considerable interest the reforms that the Governor initiated there. I am not quite clear about what you said about the price tag. You have a reform program, and there is no money appropriated—or did you have a reform program with certain moneys appropriated at the beginning and now you are trying to increase it?

Mr. BOYD. The reform act when it was passed had price tags on it and nothing appropriated at that time. And there is a time table for phasing in the various programs. And so each year now we are going to the legislature for an increasing amount of money.

For example, there have been no kindergartens in Mississippi other than those funded by chapter 1. The price tag for that is $40 million. With very little opposition in the legislature, I don't think there is any question about the fact they are committed to finding the $40 million to do that.

So it is an increasing price tag. The teacher assistant program is running about $9 million per year. They found the $9 million the first year. Now it has doubled to $18 million this year.

Next year that will be $27 million, because we are adding it one grade at a time.

Mr. OWENS. So the spirit of reform is not lost.

Mr. BOYD. Not at all.

Mr. OWENS. Thank you.

Chairman HAWKINS. Mr. Hayes.

Mr. HAYES. Mr. Chairman, thank you.

I have one brief comment to Dr. Kirby, and one question to the panel.

Dr. Kirby, I am sure you are aware in both Houses of the Congress there are some people from your State who have great influence. Some of the suggestions you have made might be helpful if you were to indicate those to them.

Mr. KIRBY. Yes, we will be visiting with those members.

Mr. HAYES. A question for the entire panel. Most of you mentioned the fact that a teachers' salary level is very low, and I share that opinion. Do you see legislation, the kind that is now on the statute books as it relates to the Federal minimum wage, which I believe is too low—do you see the possibility of any consideration to legislation for the Federal Government through action of Congress to set some beginning salary levels of teachers based on their academic training?

There has been some thinking in this direction. Do you see any value in us turning our attention to that?

Mr. TRUBY. We would not want to see the Federal Government try to get into the area of supplementing teachers' salaries. At least that is my own view. We do think that that is a State responsibility.

Last year the minimum salary for teachers in West Virginia went from $11,600 to $14,400. We made a major effort with the tax increase and the worst possible economy to bring our salaries up. But nevertheless, we think that the Federal Government can help in other areas, certainly by providing loans and scholarships.

We graduated 2 physics teachers in our State last year, 27 chemistry teachers. We may have not graduated any teachers over the last 10 years in some of the foreign language areas, which I think are critical. So we do need that kind of support.

We would not think the Federal Government would want to get into supplementing salaries.

Mr. KIRBY. In Texas, we would vigorously oppose any such minimum requirement. We do not believe that the Federal Government ought to be mandating things on the States or local districts, that they are not willing to share the majority of the cost because we have very difficult times coming up with that. We are fortunate in that just this past summer our legislature approved the teachers' salaries moving from a beginning salary of $11,500. It has now moved up to a minimum salary of $15,200 with a maximum of $26,600 as a range over 10 years.

There is also a provision that allows additional increments of $2,000, $4,000, and $6,000. So we are in better shape than we have been in the past because of that.

Mr. BOYD. I would agree with the comments of the first two speakers. When you look at Mississippi salaries, while we are at the bottom of the Nation, you will also find that when you look at the salaries in most other occupations, they are also.

It seems to me if you were going to do that, you would have to find some way to differentiate on some kind of economic level. I think that would get into such a nightmare you would never be able to accomplish that probably.

Mr. MELLOWN. Our State superintendent of education and our Governor have just recommended to our State legislature a 15 percent salary increase for most of our teachers. This we think would help to bring our salaries more nearly in line at least with the national average. We would see great difficulty in funding from the Federal level or mandates from the Federal level that would get involved in this because of the many complicated salary schedules that we have across the Nation, as well as within our State.

Each of our locals may pay different salary schedules depending on the local effort and local ability.

Mr. HAYES. Thank you.

Thank you, Mr. Chairman.

Chairman HAWKINS. Gentlemen, we wish to thank you. I think we have been educated on this committee by this practical experience.

I think all of the witnesses have done an excellent job. Thank you very, very much.

At this time the committee would like to take a brief recess.

[Recess.]

Chairman HAWKINS. *The committee is called to order.*

May the Chair announce again the witness we called this morning who apparently was not in the audience—Representative Alphonse Jackson.

Is Representative Jackson present?

Mr. Jackson was very anxious to testify. We will communicate with him some time later.

The next panel will consist of: Mr. Nathaniel LaCour, president, United Teachers of New Orleans; and Mr. Gregory Humphrey, director of legislation, American Federation of Teachers.

Mr. LaCour, if you would proceed.

STATEMENT OF NAT LaCOUR, PRESIDENT, UNITED TEACHERS OF NEW ORLEANS

Mr. LACOUR. Mr. Chairman, members of the committee, my name is Nat LaCour. I am president of the United Teachers of New Orleans [UTNO] the local affiliate of the American Federation of Teachers AFL–CIO. UTNO is the exclusive bargaining agent for the more than 6,000 teaching, paraprofessional and secretarial employees of the New Orleans Public School System. I welcome this opportunity to present views of both the AFT and UTNO on elementary and secondary education.

Over the past 23 months, a spate of reports analyzing the strengths and weaknesses of our nation's educational system have been released. Each of the reports has recommended sweeping reforms in education aimed at reversing the documented decline in the overall student achievement.

The thrust of most of these reports is that the Nation's schools are not producing the educated and skilled labor force needed in a highly competitive world economy continuously being transformed by technology. Put simply, this means that American students are not being taught to read, communicate and reason well enough to enable the American labor force to successfully compete with other countries.

The reports all stress the urgent need for Federal and State Governments, as well as local school districts, to move rapidly and decisively to improve the quality of education. So far, the most vigorous response has come from the local and State levels.

On the other hand, President Reagan has consistently pursued a course of action directed at reducing the Federal Government's role in public education.

President Reagan recently unveiled his 1986 budget which calls for further cuts in educational spending. Both the AFT and UTNO view the President's budget as a substantial step backwards and one which is counterproductive to education reform.

The President has proposed a reduction in Federal spending for chapter I, bilingual education, and impact aid. All of these cuts will adversely and disproportionately impact the New Orleans public schools, as well as many other big city school districts that enroll a high concentration of educationally disadvantaged students. As is

the case nationwide, only 50 percent of public school students in New Orleans who are eligible receive chapter I services.

In the quest for educational excellence and fiscal constraint, the Congress cannot abandon those programs that have provided expanded educational opportunities for disadvantaged students. In fact, these programs need to be greatly expanded and new initiatives implemented.

To this end, the AFT wishes to indicate its support for two new legislative proposals: the Effective Schools Development in Education Act, introduced by Congressman Hawkins; and the Secondary Schools Basic Skills Act, introduced by Congressman Williams of Montana.

The Congress must also assist local school districts to cope with several pressing problems. There exists today a growing teacher shortage particularly at the elementary level, and in science and mathematics at the secondary level. This shortage is mainly the result of expanding employment opportunities for women and minorities coupled with low teacher pay and poor working conditions. In Louisiana, tougher certification standards have contributed greatly to a 51 percent reduction in the number of people earning teaching degrees since 1978.

The AFT calls for a federally funded program providing college scholarships to high-achieving students who agree to teach for 5 years upon completion of college. The program should be made available to those students whose SAT scores are in the top 10 percent.

Congress must enact legislation in the areas of math and science education to support state, local and nonpublic initiatives. Funds can be earmarked for teacher retraining, equipment purchases, business-teacher partnerships.

As for asbestos removal, in thousands of U.S. schools built between the mid-1940's and 1973, students, teachers and other school personnel are being exposed to asbestos, a potent cancer-causing agent. While all the asbestos needs to be removed from our schools, most local school districts do not have the financial resources to adopt an aggressive asbestos removal program.

In New Orleans, the asbestos removal is projected to cost $5 million. The Congress should enact legislation which provides funds to assist local school districts with asbestos removal.

On tuition tax credits, President Reagan, in his recent State of the Union address, reiterated his support for tuition tax credits for parents of students enrolled in private and parochial elementary and secondary schools. Both the AFT and UTNO are unalterably opposed to tuition tax credits.

One only needs to look at New Orleans to get an idea of the harm that can come to a community that has two competing school systems. Thirty-one percent of New Orleans' schoolchildren attend nonpublic schools. The public school system primarily serves the city's poor and minority students, while the parochial/private schools are attended by students from the city's more affluent families. Fewer than 20 percent of the registered voters have children attending public schools, thereby making it extremely difficult to gain voter approval of revenue-raising measures.

The two competing school systems have been anything but beneficial for our community. In fact, the dual system has worked to the economic and social detriment of our community. Industry has been reluctant to locate here because their employees would find it necessary to enroll their children in nonpublic schools. This adds to the cost of living here.

Test scores of the public schools have declined considerably due to the exodus of the more academically-inclined students to nonpublic schools. The enactment of tuition tax credits would surely produce nationwide the same negative results that exist in New Orleans.

The rise of the United States as an industrial, financial and economic giant is interwoven with the rise of our system of universal free public education. We urge the Congress to reaffirm this fact by adopting the programs outlined here.

Thanks, Mr. Chairman and members of this committee, for allowing me this opportunity to appear before you.

Chairman HAWKINS. Thank you, Mr. LaCour.

Mr. Humphrey, may we express our great appreciation for your participation in our hearings before and the support and cooperation you have given to us. It is highly appreciated. We are delighted to have you as one of our witnesses here in New Orleans.

STATEMENT OF GREGORY A. HUMPHREY, DIRECTOR OF LEGISLATION, AMERICAN FEDERATION OF TEACHERS

Mr. HUMPHREY. Thank you, Mr. Chairman.

I just want to hit a couple of points that Mr. LaCour didn't. I am not going to read my whole statement, but I do want to make a few points.

The U.S. Government has been a vocal advocate of educational change, but so far has done nothing constructive beyond urging others to act. If these hearings are to serve any purpose, it should be to examine what the Congress and the President should do together to help improve the performance of our Nation's education system.

One good place to begin would be the convening of a National Education Summit Conference. Legislation authorizing such a meeting has already been enacted and only awaits an appropriation for the conference to commence. The chance to assemble education leaders on a national level to meet and confer and to make recommendations for legislation or for other actions that may be appropriate is one that should not be missed.

This is a time of very heightened interest in our education system. These kinds of opportunities do not come along every day. And it is our hope that all of us who are concerned with public education will strike while this particular iron is hot and see to it that the momentum of education reform is carried out to a conclusion that is satisfactory to everybody concerned.

As we are all aware, legislative prospects for education in the 99th Congress are grim. Tremendous pressure continues to be exerted on all domestic programs by the Federal deficit and by our continuing defense buildup. In fact, the 1986 budget increases defense spending by $31.9 billion, while domestic spending is pro-

posed to be cut a total of $32.3 billion. This amounts to a massive shift in federal priorities that most of our citizens are unaware of.

If Social Security increases are discounted, all of the domestic spending is reduced by $43.3 billion. That shift from domestic to military, coupled with the sea of red ink from the 1981 tax cuts, has caused a doubling of our national debt and a massive increase in debt service costs as a part of our Federal budget.

These factors have placed the Federal Government and the entire country in a fiscal straitjacket. Nevertheless, we in the AFT believe that the case for increased educational aid is compelling.

The Education and Labor Committee must make the case for education as an investment in future productivity and improvements in the quality of all our lives. It is necessary to place choices before the American people. We hope that these hearings will do just that.

The people should know that the President's fiscal year 1986 budget cuts higher education by $2.1 billion. And I guess the Secretary of Education has highlighted that in a way none of the rest of us could ever have by announcing if his 10-month-old son were to ask for the $50,000 that he is going to spend to send him to Harvard, to instead start a business, that that might be a good proposition.

I wonder if he thought about how many people have $50,000 up front to give to their kids to do anything. And, in fact, most people who are looking to put their kids through college are looking to get a loan here and a grant there and a little bit of assistance in one place or another to put together a package to accomplish this.

I must say that for an organization that has spoken well of the Secretary and has tried to give him the benefit of the doubt, we are greatly disturbed by the kind of cavalier attitude that was displayed in those remarks. And I must say Mr. Kildee was right on the point of saying we should have a Secretary as committed to education as Caspar Weinberger is to defense.

In higher education, $2.1 billion, and over $300 million in elementary and secondary education, including a $75 million reduction for the new magnets school program even before that program gets started; reductions are planned in Impact Aid, the chapter II block grants, and other important programs. And the AFT opposes these cuts and will work as hard as we can to prevent their enactment.

We also believe that blocking cuts is not enough. Some programs deserve to be funded at a higher level. Over the last 2 years, chapter I of the Education Consolidation and Improvement Act has been returned to its pre-Reagan funding levels. The Congress has led the way in restoring chapter I funding, but all that has been accomplished is to restore the 1980 funding level minus about 16 percent inflation in the interim period.

Studies tell us that students in the chapter I program have done better in maintaining and improving their achievement level than any other group of students over the last 10 years. It is plain that investment in chapter I is money well spent and that disadvantaged students are the prime beneficiaries of this spending.

The AFT recommends as part of your recommendation to the Budget Committee a funding level of $5 billion to chapter I be in-

cluded in the recommendation. This $5 billion would not only restore the functioning level of chapter I, but it would be in the process of serving every child who has needs for compensatory education service, whether those children are in elementary or secondary schools.

We in the AFT also urge you to reject again the President's ill-conceived voucher plan for chapter I. It is clear that the program works well, serves the children that the Congress wants served, results in educational achievement, and has a satisfactory relationship with the entire structure of public education. To disrupt this with an ill-conceived and untested and destructive voucher plan would be the height of irresponsibility. We believe that it is not only unconstitutional, but that it amounts to a kind of pandering that this committee should not stoop to dignify.

We have testified in front of the Education and Labor Committee for more flexibility in various programs. We don't believe all Federal programs are perfect and shouldn't be changed. We have taken the time to give you our views on bilingual education and what we think could be done to improve that. We have done that on Public Law 94-142.

The point I am making is that we don't come here saying that everything is perfect and no change is needed. But we do know that none of the Federal programs that are currently on the books could be improved by a dramatic reduction in their funding, as has been proposed over the last 4 years.

One final element in the legislation in front of the committee that I would like to mention is the so-called Talented Teacher Act. That law, which went through the last Congress, now called the Carl D. Perkins Scholarships, is something that we in the AFT place great faith in. Our president, Al Shanker, served on the merit pay task force along with various Members of Congress and other figures in education. That legislation was one of the major recommendations of that task force that has become law. It is our view that to deal with the problems of education you really have to start with improving the nature of the people who are coming into teaching.

The Perkins Scholarships hold out great promise for the recruitment of a higher quality student into teaching. We urge again, as part of your budget recommendations, that you highlight this program for special attention from the Appropriations Committee.

Finally, I want to talk about something that is not in your jurisdiction at all but will have tremendous impact on public education everywhere. In the President's State of the Union speech, he referred to a tax bill—it is a Treasury initiative currently and he has not endorsed any part of it—but one of the elements has tremendous implications for public education; that is, the elimination of Federal deductibility for State and local government taxes.

The AFT has done an estimate which we have attached to our testimony that shows by our calculation somewhere in the neighborhood of $16.5 billion in increased taxes will have to be paid to support our current education system at its current level if State and local government tax deductibility is lost. The survey shows that it is to the tune of almost $270 for each student around the country.

Some States are more heavily impacted than others. California has the No. 1 impact. New York is No. 2. But other States are hurt equally.

We estimate that $12.5 billion of the tax deduction goes to elementary and secondary education—roughly twice what the entire Department of Education spends. Over $4 billion of the tax deduction supports higher education. And the elimination of this tax deduction, in our mind, could lead to a rebirth of the entire Proposition 13 movement. Once the impact of this kind of tax increase is felt, there is no doubt in our mind that all of the fires that have been managed recently will be rekindled on behalf of tax limitation movements, simply because the bite of State and local taxes will become even greater.

If you look at the $16.5 billion, of course it is more than the President has requested for the Department of Education this year. To lose that kind of tax support is something that virtually no initiative that would ever come out of this committee or any Congress would do very well to offset. It is a tremendous problem. You don't have jurisdiction obviously of the tax aspects. But we believe you do have a responsibility to look at the educational aspects of this.

We look forward to working with the committee, if it is your desire, to try and examine some of the implications of this particular piece of legislation.

In conclusion, I would like to thank you and the committee for making this trip, for going out into the field, for hearing from all the witnesses you will hear from. I think from our point of view, this is a very good way to start off the deliberations of what promises to be an extremely difficult and dangerous session of Congress.

But education is something that is very popular with the American people right now. Polls indicate from top to bottom that they are willing to pay the cost of education in return for reforms from the education establishment.

We, in the AFT, have taken several initiatives which committee members may be aware of to do just our part in this, to point out weaknesses in the existing system of education, to do what we can to improve the quality of teaching and to press on every level possible for genuine education reform.

It is our view one of the places to start is on the Federal role, because there is a Federal role in education, in education improvement, that we feel has been neglected over the last few years.

Thank you, Mr. Chairman.

[The prepared statement of Gregory Humphrey follows:]

PREPARED STATEMENT OF GREGORY A. HUMPHREY, DIRECTOR OF LEGISLATION, AMERICAN FEDERATION OF TEACHERS

Mr. Chairman and Members of the Committee: Thank you for the opportunity to appear at these field hearings. I would like to share with you the views of the American Federation of Teachers as to what should comprise an education agenda for the 99th Congress.

The last two years have seen a rebirth of interest in our education system. We have been inundated with reports analyzing the failures and shortcomings of our public education systems and the AFT has tried to respond to the school reform movement in a positive way. For its part the federal government has offered little hope for any significant improvement in the way it assists state and local education authorities. Instead, the President has advocated massive increases in aid to non-public education through proposals for vouchers and tuition tax credits. For public

schools he offers budget cuts and state sanctioned prayer. The movement for school reform is too important for those of us concerned with education to allow it to fail. If President Reagan sets our National Agenda, public education will have to overcome even greater problems that it now faces. It is necessary to do everything possible to meet the public's demand for change, while at the same time making sure that changes are educationally sound. We in the AFT have a proud record of supporting educational reform. We have worked and continue to work with Governors to improve education on the state level. The states have responded well to the call for education reform—in fact, the strength of the current reform movement is that it is based in state efforts. The AFT believes that more must be done on the local level to change the day-to-day operations of our schools. The federal government must also play a role in our educational renewal.

The federal government has been a vocal advocate of educational change, but so far has done nothing constructive beyond urging others to act. If these hearings serve any purpose, it should be to examine what the Congress and the President should do together to help improve the performance of our Nation's education system.

One good place to begin would be the convening of a National Education Summit Conference. Legislation authorizing such a meeting has already been enacted and only awaits an appropriation for the Conference to commence.

As we are all aware, legislative prospects of the 99th Congress are grim. Tremendous pressure continues to be exerted on all domestic programs by the federal deficit and by our continuing defense buildup. In fact, the F.Y. '86 budget increases defense spending by $31.9 billion, while domestic spending is proposed to be cut $32.3 billion. This amounts to a massive shift in federal priorities that most of our citizens are unaware.

If Social Security increases are discounted, all other domestic spending will be cut by $43.3 billion. The shift that this represents for domestic to military, coupled with the sea of red ink from the 1981 tax cuts, has caused a doubling of our national debt and a massive increase in debt service cost as a part of the federal budget.

These factors have placed the federal government and the entire country in a fiscal strait-jacket. Nevertheless, the AFT believes that the case for increased education aid is compelling. The Education and Labor Committee must make the case for education as an investment in future productivity and improvement in the quality of all our lives. It is necessary to place choices before the American people. We hope that these hearings do just that. The people should know that the President's FY '86 Budget cuts higher education by $2.1 billion and elementary and secondary education by more than $300 million. $75 million for the new school magnents program is scheduled for termination before it becomes available to help offset the loss of energency school aid in previous years. Reductions are planned for Impact Aid, Chapter II Block Grants and other important programs. The AFT opposes these cuts and will lobby the Congress to prevent their enactment.

But, we also believe that blocking cuts is not enough. Some programs must be funded at a higher level to meet our national needs.

Over the last two years, Chapter I of the E.C.I.A. has been returned to its pre-Reagan funding levels. The Congress has led the way in restoring Chapter I, but all that has been accomplished is to restore 1980 funding, minus 16% inflation. Studies tell us that students in the Chapter I program have done better in maintaining and improving their achievement level than any other group of students over the last 10 years. It is plain that investment in Chapter I is money well-spent and that disadvantaged students are the prime beneficiaries of Chapter I. The AFT recommends that at least $5 billion be appropriated for Chapter I in FY '86 in order to continue the improvements documented by the studies of the Chapter I program.

The AFT also urges you to reject, again, the President's ill-conceived voucher plan for Chapter I. It is clear that the program works well as it is and would not be improved by scattering funds through a voucher program. It is also clear to each of us that existing programs such as P.L. 94-142, Impact Aid and Vocational Education have domonstrated effectiveness serving children with the greatest needs. Some of these programs could be improved. The AFT has appeared before this and other Committees with suggestions for improvements in federal programs. No program is perfect. But, we do not believe that cutting education funds would make any current program work better.

We have testified before this committee in favor of more flexibility in the Bilingual Education Act. We believe that the existing law does not provide school districts with enough latitude to allow them to design programs that meet the needs of all their students. Nevertheless, we strongly oppose the cuts in Bilingual Education

that are included in the Reagan budget. What is needed is reform of the bilingual education program—not a reduction of its funding.

The AFT will also be working to oppose the reductions proposed for higher education. The $2 billion cut proposed by the Reagan administration would work a genuine hardship on hundreds of thousands and possibly millions of middle-income students and their families. The Reagan cuts, if agreed to, will virtually wipe out the Middle-Income Students Assistance Act of 1980 and place the Congress in a position of having destroyed the educational opportunities of hundreds of thousands of students who have much to contribute to our country. The AFT has always felt that student aid programs should have priority over loans; but, we know that it would be totally wrong to salvage the loan programs without offsetting increases in student aid. We have taken no position on the usefulness of an overall cap on federal aid and loans. We have asked some education economists to provide us with information on the pros and cons of such a proposal. When this information is available we will share it with the Committee.

The education reform movement has led to a greatly increased awareness of the need to improve education performance. The AFT has tried to help move the process of education reform forward. We urged tougher achievement standards for students but, more importantly, we have pushed for higher standards for teachers entering the profession. High quality students are not being attracted to teaching as a career, all of the available information confirms this and we believe that this trend must be reversed.

Accordingly, the AFT worked in the 98th Congress to pass the so-called Talented Teacher Act, now known as the Carl D. Perkins Scholarship Program. The Perkins Scholarship Program is designed to attract the top 10 percent of high school graduates into teaching through the offer of a scholarship to these students that requires two years of teaching for each year of scholarship received. We are now working to get an appropriation so that the scholarship program can begin functioning. I urge the Education and Labor Committee to include the Perkins Scholarship Program as a high priority that should be funded immediately as a federal contribution to the ongoing process of educational reform.

NEW INITIATIVES

The AFT supports the concepts in HR-747, The Hawkins Effective School Improvement Act. We believe that a program of this type is essential, and, we would like to reserve the right to make comments at a later date regarding specific revisions and improvements in the bill.

We also support Congressman Williams Secondary School Aid bill as an important step toward addressing the disparity between elementary and secondary funding in the existing Chapter I program. We believe the Williams bill could be an important first step toward serving all students who have needs for compensatory education whether they are in an elementary or secondary school.

TAX ISSUES

Finally, it is important to talk about some very important tax questions even though we realize that the Education and Labor Committee does not have jurisdiction on tax matters. In the State of the Union Speech, President Reagan endorsed a tax simplification plan with ominous implications for education. One of the elements in the tax plan of the Treasury Department is a proposal for eliminating the federal deductibility of taxes paid to state and local governments. The AFT has done a survey of the effect of this proposal on education and we believe that if it were enacted the cost of maintaining our current level of services would rise by $16.5 billion annually. It is ironic to note that this $16.5 billion more than the President requested for the entire Department of Education budget for FY '86. I have attached the AFT survey to this testimony for your information.

We believe that if this proposal is enacted more damage will be done to our ability to finance public education than could ever be undone by any conceivable new program of federal aid in the future. The AFT estimates that the average school district will be affected to the tune of almost $270.00 for each student. Nationwide the toll is $12.5 billion for elementary and secondary (twice what the Education Department currently spends and cuts of $4.1 for higher ed). Education is extremely responsive to the electorate. School budgets are often the only measures that are approved or rejected by the voters. The elimination of Federal deductibility for state and local taxes could fuel another round of Proposition 13-type measures. The AFT asks that the Education and Labor Committee examine the issues of tax deductibility as it applies to education. This type of examination is currently within the juris-

diction of the Committee since it is clear that a tax change of this type will have a dramatic impact on education.

In conclusion, it is clear that outside of lip service from the President and a partial restoring by Congress of cuts made four years ago, little has been done in Washington to help keep the momentum for school reform going. We in the AFT hope that the 99th Congress takes advantage of the tremendous desire for school improvement that manifests itself in state legislatures and in national polls. It would be a tragedy to let this opportunity pass. A national consensus on the need for greater investment in education in return for a tighter and more academically rigorous public school system now exists. It is our duty to move the public's agenda for educational improvement.

REPORT SHOWS THAT NON-FEDERAL SPENDING FOR EDUCATION WOULD DROP CONSIDERABLY IF TAX DEDUCTIONS ARE ELIMINATED

Education spending could decline by more than $16 billion if a Reagan administration proposal to cancel the deductibility option for state and local taxes is approved by Congress, according to a study released today by American Federation of Teachers President Albert Shanker.

At a news conference in Washington, Shanker, joined by Senator Daniel P. Moynihan, (D-NY), noted the average per pupil loss on a national basis would total $271. New York State would be the hardest hit at $588 per pupil and Wyoming would suffer the least with a $75 per pupil loss.

Under current tax laws, individuals who itemize deductions on their federal income taxes are permitted to deduct amounts paid to state and local governments for property, income and sales taxes. However, under a plan offered by Donald Regan, former Treasury Secretary and now White House chief of staff, such deductions would be phased out completely for the 1987 tax year.

"This proposal by the Reagan administration would constitute the largest slash in federal aid to education in our history," remarked Shanker, who serves as president of the 610,000-member American Federation of Teachers.

He continued, "The biggest contribution the U.S. government currently makes to education is by allowing taxpayers to make state and local property and income taxes deductible on their federal income tax returns."

According to the AFT report, the net effect of eliminating these deductions would be to increase federal income tax liability by more than $39 billion.

Shanker and Moynihan predicted that if reformers succeed at lifting the deductibility option it will become increasingly difficult to get taxpayers at the state and local level to pay for public schools.

They noted the deduction provides important federal support for state and local services, particularly education, and helps reduce the cost of those services in states with high levels of services. This provision in the tax law encourages local taxpayers to increase tax levels to support public schools.

In addition to the potential for sharp declines in state and local government spending levels, it also is likely that tax structures would become more regressive.

"The elimination of deductibility will result in greater losses for taxpayers in states with higher levels of public services, more progressive tax structures, high income levels and a greater commitment to public schools," they said.

Since education is by far the largest single area of spending of state and local governments, major losses would be incurred by those states with high levels of support for public education.

In terms of total dollar loss for education, the following five states would be hit the hardest: California, $2.9 billion, New York, $2.1 billion, Michigan, $991 million, Illinois, $858 million, and New Jersey, $836 million.

In terms of dollar loss per pupil (elementary and secondary), these states would be hit the hardest: New York, $599 per pupil; New Jersey, $586; Maryland, $541; Minnesota, $509; and Connecticut, $508.

Shanker, while agreeing a simplified tax system is needed, said he did not believe it was necessary to tamper with a popular deduction which is based on the concept that a taxpayer should not have to pay taxes twice.

"At a time when the federal government has acknowledged that our educational shortcomings have made us a 'nation at risk,' there's nothing wrong with federal tax policy helping to provide for a vital public function," said Shanker.

[See attached survey results:]

STATEMENT BY SENATOR DANIEL PATRICK MOYNIHAN (D.-N.Y.)

Al Shanker and the American Federation of Teachers are to be commended for their invaluable data, which provide further and compelling reason to oppose the elimination of the deduction of State and local taxes.

As is clear from the AFT's figures, education programs in all states, at all levels, would suffer. Across the Nation, the real burden of school taxes on taxpayers would increase $16.5 billion.

New York would be especially hard hit. Eliminate the State and local tax deduction on our Federal income taxes, and the actual burden of school taxes for taxpayers in New York would increase by $2.1 billion, $1.6 billion for taxes which go to elementary and secondary education, $500 million for higher education. The cost of this elimination per elementary and secondary school pupil would be $588, highest in the Nation.

Since more than half of all property taxes collected in New York go directly to our schools, elimination of this tax deduction would produce this choice: higher taxes or less education. We could keep overall taxes at current levels by lowering State and local rates; but this would, in turn, produce less money for our school systems. Or we could maintain funding for education at current levels; but only by refusing to offset the new Federal tax increase with State and local tax reductions.

We must stop pretending that the Treasury Department's tax simplification plans will affect only Federal taxes. They will not. There will be consequences elsewhere. We should recognize them.

CHART 1

State	Loss in taxes for elementary and secondary	Loss per pupil	Ranking for per pupil loss
Alabama	$105,000,000	$145	36
Alaska	13,000,000	146	35
Arizona	130,000,000	255	21
Arkansas	71,000,000	164	32
California	2,062,000,000	507	6
Colorado	239,000,000	439	11
Connecticut	247,000,000	508	5
Delaware	42,000,000	452	8
D.C.	40,000,000	440	10
Florida	214,000,000	144	37
Georgia	262,000,000	249	23
Hawaii	49,000,000	302	18
Idaho	39,000,000	192	29
Illinois	684,000,000	364	14
Indiana	155,000,000	155	34
Iowa	152,000,000	301	19
Kansas	107,000,000	263	20
Kentucky	116,000,000	178	31
Louisiana	67,000,000	86	46
Maine	39,000,000	184	30
Maryland	378,000,000	541	3
Massachusetts	450,000,000	495	7
Michigan	785,000,000	446	9
Minnesota	364,000,000	509	4
Mississippi	53,000,000	113	42
Missouri	195,000,000	243	24
Montana	24,000,000	158	33
Nebraska	65,000,000	242	25
Nevada	18,000,000	119	41
New Hampshire	37,000,000	231	27
New Jersey	687,000,000	586	2
New Mexico	38,000,000	141	38
New York	1,600,000,000	588	1
North Carolina	260,000,000	237	26
North Dakota	15,000,000	128	39
Ohio	440,000,000	237	26
Oklahoma	116,000,000	195	28

CHART 1—Continued

State	Loss in taxes for elementary and secondary	Loss per pupil	Ranking for per pupil loss
Oregon	175,000,000	391	12
Pennsylvania	586,000,000	328	16
Rhode Island	48,000,000	345	15
South Carolina	112,000,000	184	[1] 30
South Dakota	13,000,000	105	44
Tennessee	78,000,000	94	45
Texas	380,000,000	127	40
Utah	94,000,000	254	22
Vermont	24,000,000	264	19
Virginia	312,000,000	320	17
Washington	121,000,000	164	32
West Virginia	41,000,000	109	43
Wisconsin	301,000,000	383	13
Wyoming	8,000,000	75	47
	[2] 12,700,000,000	[3] $271	

[1] Tie.
[2] Total loss in taxes for elementary/secondary education.
[3] Average dollar loss per pupil.

CHART 2

State	Loss for education (elementary, secondary and higher education)	Ranking
Alabama	$171,000,000	25
Alaska	14,000,000	[1] 47
Arizona	185,000,000	23
Arkansas	83,000,000	34
California	2,949,000,000	1
Colorado	289,000,000	16
Connecticut	285,000,000	17
Delaware	61,000,000	38
District of Columbia	50,000,000	41
Florida	259,000,000	18
Georgia	339,000,000	15
Hawaii	78,000,000	35
Idaho	57,000,000	39
Illinois	858,000,000	4
Indiana	216,000,000	21
Iowa	205,000,000	22
Kansas	144,000,000	29
Kentucky	167,000,000	26
Louisiana	87,000,000	33
Maine	46,000,000	[1] 42
Maryland	496,000,000	9
Massachusetts	515,000,000	8
Michigan	991,000,000	3
Minnesota	458,000,000	10
Mississippi	74,000,000	36
Missouri	241,000,000	20
Montana	36,000,000	44
Nebraska	94,000,000	32
Nevada	21,000,000	[1] 46
New Hampshire	40,000,000	43
New Jersey	836,000,000	5
New Mexico	46,000,000	[1] 42
New York	2,068,000,000	2
North Carolina	379,000,000	14

CHART 2—Continued

State	Loss for education (elementary, secondary and higher education)	Ranking
North Dakota	21,000,000	46
Ohio	540,000,000	7
Oklahoma	156,000,000	28
Oregon	247,000,000	19
Pennsylvania	681,000,000	6
Rhode Island	64,000,000	37
South Carolina	180,000,000	24
South Dakota	14,000,000	[1] 47
Tennessee	102,000,000	31
Texas	451,000,000	11
Utah	126,000,000	30
Vermont	28,000,000	45
Virginia	432,000,000	12
Washington	164,000,000	27
West Virginia	54,000,000	40
Wisconsin	425,000,000	13
Wyoming	12,000,000	48
Total Loss	16,500,000,000	

[1] Tie.

Chairman HAWKINS. Thank you.

Mr. Humphrey, the President has reiterated his position on merit pay for teachers. What is your position on merit pay?

Mr. HUMPHREY. We have stated that the traditional concept of merit pay is something that we do not support. That is, merit pay has been something that school districts want to offer to a few teachers sort of as a reward, often at the expense of the other teachers, with somebody doing the choosing on one or another political basis. It is something we have never supported and do not support, and something we believe would be very detrimental to good morale and good functioning in the public school system.

We are, however, interested and hopeful about working on other concepts that some people call merit pay—career ladders, various forms of differentiated staffing. There are things that can be done to make teaching more of a career and more of a profession. Merit pay is not one of them. But there are several very hopeful things in various States we have found positive and that we have supported.

Mr. LACOUR. In this State recently the Governor's commission was working to draft a career ladder program. It went into recess to allow for other situations to take place. But there is some effort here to look at career ladders.

We find basically there are two schools of thought. There are some individuals who see a career ladder as a form of merit pay and accountability system. We have been willing to discuss AFT career ladders from the standpoint that we believe something must be done to attract into the teaching profession talented individuals; and once they are there, to hold them there. So career ladders, if you can differentiate that from merit pay, has been an avenue where we can certainly provide for teachers who take on extra responsibilities and who have demonstrated proficiency in the class-

room—additional pay over and above what would routinely be referred to as base pay.

Chairman HAWKINS. Has the concept of career ladders been tried anyplace?

Mr. LACOUR. There are a number of States in the process of implementing career ladders. I would say it is too early to judge the success. And, again, no two States have the same type of program. Some of the ladders that are in operation we are opposed to, and others we can be more supportive of.

Chairman HAWKINS. Some of the States do provide merit pay. Those States that do, what has been their experience?

Mr. LACOUR. The only merit pay programs I am familiar with have basically been abandoned, essentially because they have been demoralizing to the teaching staff. It has been very difficult to implement them.

Mr. HUMPHREY. We have heard—in States where there is no collective bargaining, for example in Texas, the school district in Houston, there has been a superintendent there who has placed great faith in every reform that has come down the pike, but especially merit pay. He has a differentiated pay scheme that gets so complicated, it is very difficult to keep track of.

The traditional forms of merit pay where you have the principal in the school or somebody below him picking out one or two people that the principal thinks is doing a good job has, as far as we are concerned, always been problematic in that you never have any kind of objective analysis of what people are doing.

The latest trend is the whole question of peer review—of having teachers involved in the process of selecting people who are going to move on to senior positions or into other career ladder positions. That is different from just having the principal pick two or three people that the principal happens to like or who are not political problems or who have other connections in the school system.

We are clear about the fact that merit pay, while you may have a situation where some people who are doing better than others are rewarded, the price is a tendency to demoralize the entire school teaching staff.

Chairman HAWKINS. Thank you.

Mr. Goodling.

Mr. GOODLING. First of all, I want to thank you, Mr. Humphrey, for the bipartisan support you have given to education while working up on the Hill. I don't know whether I phrased that quite right.

Mr. HUMPHREY. I think I know what you mean.

Mr. GOODLING. Sometimes, as the minority, I feel I am left out of the whole process.

Also, I wish to commend your leader. In this whole business of trying to come up with reforms, he has not approached it from a negative standpoint, but has taken it as a challenge to try to improve what I think is a pretty good—system, to even make it a better system.

Tuition tax credits—this is a good year where we don't have to worry too much about it. We are trying to reduce the outflow of money from the Federal Government—not increase it.

But let me tell you that in times prior to the time when this President came in, when only 2 out of 25 individuals in the State of

to point out that we were going to get out there, and we were going to do several things.

First of all, we toured this country and found an awful lot of people who could not find anybody who could tell them whether they did or didn't have a problem. Then they found those who would tell them they had problems, but, as a matter of fact, they were taken across the coals financially.

At that time I said we better be careful when we are doing this. At least if the Appropriations Committee doesn't fund it, then we should at least give them an opportunity to use other Federal dollars until we do get it funded.

Well, that didn't work. We tried that twice. They still didn't get any funding. We recommended $50 million. I think your committee now is going to have to pick up that challenge. Because now they are going in and telling the schools—I just had one in my district not very long ago—that they are going to close them if something is not done immediately.

So, all we really did is stir up everybody all over the nation. As someone mentioned, "Don't send us any programs unless you are going to send us the money." Here is another good example. We did the mandating and we didn't send the money.

Mr. HUMPHREY. Could I make a comment, Mr. Chairman?

Chairman HAWKINS. Let me indicate—our counsel just handed me this note, that a new Asbestos Removal Program was enacted last year attached to the math and science bill. It is a program administered by EPA, and currently has a $75 million appropriation. Based on that fact, it seems to me the committee could indicate an interest in it, in that witnesses have referred to this as one of the problems in education and would seek to support the continuation of the program or to strengthen it when the national science bill is up for renewal.

Mr. JENNINGS. That program was a 5-year authorization. I think it is authorized for 1989. I was mistaken. It is a $50 million appropriation.

Mr. HUMPHREY. Isn't it an authorization?

Mr. JENNINGS. No; they actually appropriated $50 million.

Chairman HAWKINS. So, there is an appropriation?

Mr. JENNINGS. There is an appropriation and there is an authorization. And the Appropriations Committee will have to decide next year whether to continue that $50 million.

Chairman HAWKINS. Would it be appropriate if this committee decided to do so, to communicate to the Appropriation Committee, on which Mrs. Boggs sits, the weight of the testimony that we have received, the portion of it, and it has set some particular amount that we think it deserves—it is something we could consider.

Mr. JENNINGS. We could do that as part of our March 15 budget report.

Chairman HAWKINS. Suppose we discuss it.

Mrs. BOGGS. I would be very grateful, Mr. Chairman, if we were to put it in the budget at the time of the particular hearings on EPA appropriations. It would be very helpful to have a statement of this committee.

Pennsylvania opposed tuition tax credit when they came through the House of Representatives. Just because we are in a real crush as far as budget is concerned, I would not go to sleep on that. It was a shock to me only 2 out of 25 in Pennsylvania opposed tuition tax credits.

I would just say one other thing: As an administrator for 15 years, I was always the person between labor and management who tried to get things worked out. I always knew that labor was going to come in with demands far above anything they ever expected to receive. I knew that management was going to also come back with proposals that were far below anything they knew they were going to be accepted by labor. And I don't find it much different in Washington, DC. I think it is pretty much the same.

As our chairman used to say when I would say "Why do we submit such an unreal budget to the Budget Committee; we know darned well we don't get half of that," he would say we have to go in for lots so when the Appropriations Committee is finished slashing you will still have what you wanted. I think you have the same thing here. The administration goes above what they think they are going to get, and we still come out hopefully with the right mix.

Again, let me compliment you for the efforts that you have put forth. I hope we can move ahead with the summit. The idea is not only just now, but maybe every two or three years. As I said earlier, we have to give the President credit, at least, for putting public education on the front burner in more ways than one. We have to every so often remind the public not to take it for granted.

Hopefully the time will come when we can provide funding for of the excellence programs for teaching. I think it is imperative. I want to push to make sure we include administrators, because it is that element sometimes that stifles any improvement, in many ways.

Again, thank you for your efforts.

Mr. HUMPHREY. Thank you.

Chairman HAWKINS. Mrs. Boggs.

Mrs. BOGGS. Thank you, Mr. Chairman.

I would like to welcome Mr. LaCour. He is a fine leader, not only in the educational system, but in the civic and philanthropic life of the area.

I would like to pose a question to you, Mr. Chairman, and to other members of the committee. Nat has mentioned the asbestos problem in the New Orleans school system. That has been taken from your jurisdiction, and is now in the jurisdiction of the Environmental Protection Agency.

What recommendations do you have to those persons in the school system who are responsible for the removal and the cost of the removal. What advice do you have about applying for some help from the Environmental Protection Agency?

Chairman HAWKINS. I have no comments now.

Perhaps some of the other members can answer what can be done. Certainly, this committee can make known the interest we have in it.

Mr. GOODLING. Mr. Chairman, I might take you back a few years when we in the committee made such an issue of asbestos. I tried

Chairman HAWKINS. We will do so. And we will say, "At the suggestion of the distinguished representative from Louisiana, Mrs. Boggs."

Mrs. BOGGS. Thank you very much, Mr. Chairman.

Chairman HAWKINS. Thank you.

Mr. Kildee.

Mr. KILDEE. Thank you, Mr. Chairman.

Greg, I am very familiar with the Federation of Teachers' position on bilingual education. That is one of many areas where you and Mr. Goodling are in strong agreement. We did rewrite the bill last year, Mr. Bartlett and I, we kind of compromised.

Do you think that was at least a step in the right direction, the bilingual bill of last year?

Mr. HUMPHREY. I think the trend is the right thing. One of the things we mentioned in our attempt is that if there is a reduction in the appropriation, that all of that is sort of going to be by the boards. But I would say that I think that more flexibility is called for in the bilingual act. We tried to compensate for this by putting Mr. Kildee on the next issue of, the American Teacher. He is one of the several AFT members in the Congress. We took his picture to put on the front page.

Mr. KILDEE. Greg, you mentioned tangentially there are some tax-related matters. I think it is appropriate to do so. Because at another level, in 1981 I think the most far-reaching achievement of this administration—from their point of view—their most far-reaching achievement was not so much the Reconciliation Act of 1981, which was damaging from my point of view, but I think their greatest achievement was the tax cut, because that tax cut has a long-range effect upon all programs.

I think in the minds of many who engineered that tax cut in 1981, this is what they had in mind—not just to down-size or cut out programs, but the down size of Government. And that is what they have done right now.

This year and last year they present to us the fait accompli of huge deficits, and those deficits being the result of that tax cut in 1981. Then the pressure is on Congress not just to down-size programs, but to down-size government.

So, from their point of view, that tax bill had a profound effect on education and all other social programs in this country. We have to broaden our testimony out as you did here on tax areas, because of what it has done. History will say that was their greatest achievement for that year—the down sizing, so they can present to us a fait accompli of huge deficits.

Thank you for bringing that to our attention.

Mr. GOODLING. Would the gentleman yield?

I just thought I should remind him that 80 percent of the Democrats in the Senate pushed that bill.

Mr. KILDEE. I have their names, too.

Mr. GOODLING. And therefore they now take credit for part of the recovery.

Mr. HUMPHREY. Could I make one comment on this.

If you look at the current budget—this is shocking really—there is about an 18-percent shortfall between revenues and spending, and that will be raised by borrowing. But 15 percent of the expend-

itures are interest payments. If 18 percent of the total Federal budget is interest payments, and 18 percent is borrowing. And that will progress sort of geometrically down the road. So, the single greatest uncontrollable item is going to be interest rates and interest payments. And you could not devise a more perfect mechanism for transferring wealth from taxpaying working people into people who invest if you tried.

There is an aspect of this, I think it has not been well examined. People who buy T bills and that sort of thing, you have a real transfer of wealth going on to an extent that would be shocking if it were done in other ways.

Mr. KILDEE. I guess the question of which way the wealth is being transferred would be a very interesting discussion.

Thank you very much, Mr. Chairman.

Chairman HAWKINS. Apropos of the gentleman's statement; I always carry around this little chart in my pocket. It shows how the pay is being divided. It shows the big piece of the pay for defense, and the little smaller piece for social security, supported by payroll tax—and the 15 percent Mr. Humphrey referred to as interest on the national debt. And then a little slice down here, education. A little slice down there. I always enjoy showing this to some of my friends who keep blaming education for the deficit.

The shortfall in revenues caused by the 1981 Tax Act has a remarkable impact. If some Democrats would like to take credit for it they should also take credit for the deficit and other things along with my distinguished Republican friend.

Mr. KILDEE. Mr. Chairman, I have sometimes said we should take the School Lunch Program and put that in the Department of Defense, because that is one of the two reasons that school lunch came in in the first place. During World War II we found many people could not pass their physical because of poor nutrition. One of the arguments used in 1946, was we have to do this for the health of our country because people were not able to serve in the military because of poor nutrition.

Were that transferred out of the Department of Agriculture to Weinberger—maybe we should consider doing that sometime.

Thank you, Mr. Chairman.

Chairman HAWKINS. Mr. Owens.

Mr. OWENS. Mr. Lacour, could you elaborate a little bit on your statement that certification requirements have contributed greatly to the 15-percent reduction in the number of people earning teacher degrees.

Mr. LACOUR. In this State in 1978 the State legislature enacted a piece of legislation which required the administration of an examination that measures teacher competency. The State is now administering, therefore, the national teacher's examination, and many of the test takers are not passing that particular examine.

It is a case whereby when we have imposed so-called tough standards, which essentially we support, but those tough standards have served to discourage a number of prospective teachers from entering the profession—a person from entering the teaching profession. So that in 1982, we were graduating from our 22 teacher training institutions, something like 1,100 fewer teacher candidates per year.

Mr. OWENS. You said that the standards then were not imposed on teachers who are already teaching.

Mr. LACOUR. No. These are on persons training to become teachers. Undergraduate levels, a test that is administered for one to receive that teaching certificate.

Mr. OWENS. Before you go into the system, or even for those within the system already?

Mr. LACOUR. No, before you enter the system. It is not required of those who are currently teaching.

Mr. OWENS. By all those going into the system?

Mr. LACOUR. That is correct. And I am saying that that move along with a couple of other moves at the undergraduate level, such as requiring a 2.5 average at the end of the freshman year in order to enter the college of education, have generally served to discourage a number of youngsters in college from selecting teaching as a profession.

Mr. OWENS. Have there been any significant differences with respect to race?

Mr. LACOUR. Yes. The impact has been very great on blacks. I don't recall the statistics, but a very large number of the black test takers, the majority, have not passed the test—have failed to take the examine, even though they have completed a 4-year program in teacher education.

Mr. OWENS. I recommend scholarships. Would that overcome the problem, particularly in the cases of the large number of blacks?

Mr. LACOUR. The scholarships would not necessarily overcome or totally correct the deficiency we are beginning to experience with black teachers. Scholarships would begin to bring into the teaching profession a higher caliber of students, both whites and blacks.

Generally, we think that you must certainly address the whole question of teacher pay. If we are going to bring into the teaching profession many individuals who are now making career decisions and are going into other areas, obviously, the financial rewards are greater.

One of the problems we are having in educational reform is that the efforts have been disjointed. Seldom is there an effort to put together a comprehensive program and most of our States and local districts are simply jumping at those items that cost very little, increased graduation requirements for students, things that they define as being tougher. But when it comes to putting dollars into education for salaries, for new programs, there has been obviously a reluctance to do that. And some of that is attributable to the fact that education at the State and local level now finds itself competing with other services that have been cut at the Federal level for dollars.

Mr. OWENS. Mr. Humphrey you can also answer—Is the number of students in college, the pool from which all the professions select, adequate? Mr. Humphrey you can also answer. If you have an inadequate pool, then teachers are always going to be competing against the talents of the entrepreneurs, the high-tech industries, and the other professions. No matter what you do in terms of scholarships or additional increases in teachers pay, the best are always going to be creamed off if there is such a small pool to start with.

Have you addressed yourselves to the paucity of numbers of people going into college and particularly in the case of blacks, the decrease in the numbers going into college?

Mr. LACOUR. If you say to a youngster, if you pursue into a degree in teacher education—first of all you receive a scholarship—in some instances we have advocated loans with forgiveness provisions—we see those as programs designed to expand the number of people, to enlarge the number of people entering the profession. Also, higher salaries will no doubt attract more people into the teaching profession.

Mr. HUMPHREY. There is an additional burden here that ought to be carried, and that is the teacher training programs, themselves. You will have before you some time this year, or next, the higher education bill in front of the Education and Labor Committee. We hope one of the elements in there will address itself to teacher education. There is a movement now among the teacher education schools, and the University of Virginia does that, I know Oregon does this, and others are getting into the field—in fact, the bill has itself been introduced or will be by Ron Wyden, requiring teacher education programs to provide a warranty with their graduates. What it says is that they warrant their teacher graduates will be able to pass the competency examines that are currently being proliferated.

If those students are not able to pass this examine, they will provide a period where they can come back to school, provide reciprocal arrangements with institutions that are nearby, so that teachers can go back and pick up what they did not get the first time. That is one place to put the burden that exists.

A second thing is that the competency testing movement in elementary and secondary schools also has a lesson for us here. In Florida, when they first went to the competency test, there was a very disproportionate number of minorities that did not pass it. There were students that went on about stopping it because it was biased. Well, now you don't hear that anymore.

First of all because the litigation has been cleared up. But second, because a huge proportion of minority now pass the Florida test. The teaching has changed. They have reoriented toward what it is that students have to have. So, there is nothing intrinsically wrong with the students here. It may be the teaching. It may be the type of program. But once you begin to set the standard, then the people responsible for giving students the skills to meet those standards have a goal and target to focus on.

Mr. OWENS. One last question. You stated earlier that the predominant number of youngsters in the New Orleans' public schools are black. What percentage of the pupils from the New Orleans graduate and go to college? I am concerned about New Orleans—it is considered relatively a big city. There is a high dropout rate to begin with. And of those who do graduate, there is a very small percentage of black youngsters going on to college.

What percentage of youngsters from your public schools do go to college to contribute to this pool from which we are going to draw teachers?

Mr. LACOUR. Approximately 45 percent. But the percent that actually graduate I have no notion.

Mr. OWENS. Thank you very much.

Chairman HAWKINS. Mr. Hayes.

Mr. HAYES. It seems apparent we are in agreement that one of the problems in having competent and capable teachers to enter into the profession has been the difference in salaries from some of the other parts of our society. I realize it is just as important to have competent and capable teachers in Louisiana and Mississippi as it is in Illinois and New York. And I realize there is a variation in salary levels.

Has there been any research on the part of the AFT, addressing you as a colleague in labor, in addition to being a Congressman, that would determine what some of the negatives are in giving serious consideration to stack against teachers' salaries, so long as we built into possible legislation protection for those teachers whose salary might be above whatever median could now be considered, as a means of trying to attract teachers into the profession. Do you see that?

I am just not clear what are the points against giving that some serious consideration. Has there been research? I would like to know what some of the negatives are to a standardized beginning salary level based on academic training.

Mr. HUMPHREY. To answer the question with a short answer, I am not aware of any research that we have that would give you a clear picture of the statistics or any of that. So, I am sort of flying by the seat of my pants here.

If you did it on the Federal level, you would have a situation probably of a lot of equalizaiton in the sense you would probably put a lot more money in some States that don't spend as much money on education. You would probably shortchange States that have done a lot more investment in education.

But there is one important thing that everybody in education ought to realize. That is we are at an important kind of demographic point. The teaching force now, there are not that many people coming in right now. Our estimates, from what I have seen inside our shop, is that there is going to be a large influx over the next 10 years. So, you could raise teachers salaries locally or on the state level now and it is not going to cost you that much money immediately. This is something that State governments really can do themselves. It is not a huge burden at this point. If they wait 10 years to do it, when you a have big turnover in the teaching force, then it is going to be huge outlays the first year it is tried.

I would say it will probably take a lot of Federal money to accomplish right now what the States really ought to be doing themselves. We haven't taken any position on a national teachers salary that I am familiar with. But I think it is a large amount of money, and it may not give the kind of results that you are looking for.

Mr. HAYES. Thank you.

Mr. GOODLING [presiding]. We want to thank both of you for testifying. We will move on to the next panel. Before we do that, could I ask unanimous consent from the panel that we include in the record testimony dealing with migrant education, since that is something that is going to be near and dear to us also. It is submitted by the Illinois State Board of Education. I would ask unanimous consent that we include this in the record.

[The information referred to follows:]

[Illinois State Board of Education]

PROPOSED REAGAN BUDGET AND RELATED LEGISLATION IN REFERENCE TO MIGRANT EDUCATION COULD CRIPPLE PROGRAM

The following comments are based on the revelation this week (February 4) that President Reagan's proposed FY86 budget would cut funds to Migrant Education by $42 million and other legislation tied by the Administration to the budget bill would reduce the eligibility period by 50 percent and remove the funding floor from needed interstate coordination for student records transfer. Three points are addressed, with the comments reflecting the sentiments of the National Association of State Directors of Migrant Education and the Migrant Student Record Transfer System.

1. *Reduction of eligibility period.*—Under the present statutes, a migrant child remain eligible for services for one year as an "active status" migrant following a qualifying move by his family; then, if no further qualifying moves are made, he remains eligible for five additional years as a "formerly migratory" or "settled-out" child. Thus a child's eligibility for the program lasts a total of six years. Legislation will again be introduced in Congress to reduce this period of eligibility, calling for cutting the five-year provision to three years during FY86 and to two years in FY87. Migrant Education Program personnel across the nation oppose this change as a matter of principle and as a matter of practicality. The principle, supported by a number of research stuties, is that the disadvantaging effects of the migrant lifestyle are so severe that they cannot be alleviated for a number of years after a child leaves the migrant stream; the five-year provision provides time for a migrant child to overcome deficiencies in basic skills, language and cultural differences. Even then, the five-year period is somewhat idealistic in many instances, although it may represent a fair average of the length of time a formerly migratory child requires to attain a degree of educational equivalency with his peers. Beyond this principle, however, lies a sobering fact: many children who enter into the settled-out category subsequently return to the active migrant stream. Close to one-half of them can be expected to return to active status within the five-year period, according to documented MSRTS records. Even this statistic says nothing of untold thousands of later moves made for reasons not qualifying for the Migrant Education program.

The practical reason for the desire to retain five-year funding for formerly migratory children is associated with some basic inequities in the funding for the program. The Migrant Education Program authorizes and encourages programs for all eligible migrant children from birth to 21 years of age. However, only those eligible children aged 5 through 17 generate funding for the program. MSRTS records for the past year show that 54,524 pre-school children and 23,490 over the age of 17 received services from the program. How are the services funded? Only by taking funds generated by children ages 5–17 and lowering the level of services for those children. Likewise, services for actively migrant children are generally more expensive than for formerly migratory: their educational problems require more remediation, and they require more support services. These services can be provided only by using money generated by the formerly migratory students, whose needs usually are not so acute. (Needs assessment for every child is always a component of every Migrant Education Program.)

In the past year, a total of 161,485 children of the 534,242 served by the Migrant Education Program were third-, fourth- and fifth-year migrants. They represented 30.2 percent of the total, yet they received far less than 30.2 percent of the services. The basic premise for those who would cut the five-year provision is that those children in greatest need of the program would still be receiving services. But if funding were to be cut by the 30.2 percent represented by those formerly migratory students whom the administration would eliminate from the program, services to the active migrant child whose needs are drastic and extensive in number would be reduced significantly, probably by at least 25 percent.

There is also no merit in the argument that children needing services can be served through ECIA Chapter 1 regular program. The Administration is asking a stand-still budget for Chapter 1, so it is unreasonable to expect that program to serve additional children. In fact, Chapter 1 cannot now serve even half those children eligible for services: only 43 percent are now receiving Chapter 1 services.

2. *Removal of funding floor for interstate coordination activities.*—Present law provides for a $6 million funding floor for Section 143 of ECIA Chapter 1, the section providing interstate coordination services. (The actual allocation for FY85 is about $7 million.) Legislation to be introduced on behalf of the Administration

would remove this floor, or guaranteed minimum, for this essential component of the program. Migrant Education Program personnel in the states see this proposal as a direct attack on the Migrant Student Record Transfer System (MSRTS). MSRTS represents the major portion of Section 143 funding; this nationwide computerized information network is seen by many as the heart and soul of the Migrant Education effort. Through a central data bank, educational and health information on any identified migrant child can be quickly forwarded from school to school, from state to state, as the child moved with his family. The computer network is operated by the Arkansas Department of Education under direct contract with USED, utilizing Section 143 interstate coordination funds (about $5 million yearly). As long as there is a legal minimum established for Section 143, the national program is assured that the records transfer system will continue to operate. With no legal minimum, the system would be susceptible to Administrative and Congressional whims, and the future of the system would be insecure. But a stable MSRTS is utterly indispensable to the operation of Migrant Education.

Many in Migrant Education see the attempt to remove the funding floor from 143 as a bid by the Administration to supersede the collective states as operators of MSRTS and guardians of student records. The system as it exists was planned and designed as a cooperative interstate effort, with many state departments of education directly involved and all of them joining in the interstate agreement. State directors of migrant education closely monitor its performance. For the Federal government to attempt to usurp the states as controlling agent in the student records transfer operation flies in the face of the purported Reagan philosophy for sending power back to the states.

3. *Proposed budget cut of $42 million.*—The Presidential budget singled out Migrant Education alone among educational programs for the handicapped and disadvantaged for a severe cut. The proposed $42 million budget reduction represents a 15.9 percent cut from the FY85 level, which itself hardly qualifies as adequate. Other programs in compensatory education were budgeted on a stand-still basis. And the Reagan budget, even with its heavy slashes of student aid monies, called for a overall decrease of just 3.7 percent in education. Migrant Education professionals are properly concerned that their program was targeted for cuts five times greater than those of the average Federal education program. The loss of $42 million would deal a severe blow to the capacity of the Migrant Education program for meeting the needs of migratory children. (An increase of about $10 million might reflect more closely the actual needs of the program.)

Teachers' Views of Equity and Excellence

"And in the debate about public schools, equity must be seen not as a chapter of the past but as the unfinished agenda of the future. To expand access without upgrading schools is simply to perpetuate discrimination in a more subtle form. But to push for excellence in ways that ignore the needs of less privileged students is to undermine the future of the nation. Clearly, equity and excellence cannot be divided."—Ernest L. Boyer, *High School: A Report on Secondary Education in America* (The Carnegie Foundation for the Advancement of Teaching)

"We do not believe that a public commitment to excellence and educational reform must be made at the expense of a strong public commitment to the equitable treatment of our diverse population. The twin goals of equity and high-quality schooling have profound and practical meaning for our economy and society, and we cannot permit one to yield to the other either in principle or in practice. To do so would deny young people their chance to learn and live according to their aspirations and abilities."—*A Nation At Risk*, The National Commission on Excellence in Education

America's school employees are committed to these words. We are committed to seeing our nation's schools live up to them.

We are committed to quality education for *all* children in America, be they rich or poor, able-bodied or handicapped, gifted or slow to learn, English-speaking or unable to speak English, male or female, white or color.

We are committed to seeing that our nation's schools have the means to achieve this ambitious end, be they textbooks or computers, remedial education or college courses, tutors or interpreters, secure grounds or access ramps, smaller classes or more quality teachers.

We are committed to the inseparable goals of equity and excellence for all.

There are some who claim that in the last 20 years efforts to achieve equity have taken precedence over concern for quality education, and that quality has suffered.

They claim that equity and excellence are mutually exclusive goals. And they are hoping that the recent enthusiasm for excellence generated by national commissions, study groups and politicians will focus reform efforts on quality and ignore the goal of equity.

If that happens, it will be because we as a nation have forgotten why achieving equity became a national policy goal 20 years ago. We will have overlooked the important gains made in those 20 years and lost our vision of the future for all our children.

Not so very long ago, many poor, minority, and handicapped children were excluded from receiving a free public education in this country. And many educational opportunities were denied to girls as well. We must not forget that.

In 1950, only one-half of all white students and one-quarter of all black students graduated from secondary school.

In 1960, the median educational level for black children was only eighth grade.

Before 1965, there were no compensatory education programs for the disadvantaged, a disproportionate percentage of whom were minority.

Before 1965, millions of children unable to speak English were educated in segregated, non-English-speaking schools, put in English-speaking schools with little or no language training, or denied a public education altogether.

Before 1966, millions of poor children were going to school hungry, unable to concentrate and learn.

Before 1966, there was no federal educational program for the children of migrant workers, many of whom—without an education—became the next generation of migrants.

In 1972, only 8 percent of all female students were enrolled in federally funded agricultural, technical trade, and industrial programs. Before 1972, many professional schools restricted women's enrollment—if they admitted them at all.

In 1972, women were only 2 percent of all dental school students, 11 percent of all medical students, 12 percent of all veterinary students, and 10 percent of all law students.

In 1975, 25 percent of all disabled children received no public education at all; another 25 percent were underserved. Prior to 1975, 48 of the 49 states with compulsory attendance laws, and the District of Columbia, had students that exempted disabled children.

Despite historic, attitudinal and financial barriers we have made significant progress toward achieving equal educational opportunity. The equity programs that have been instituted have dramatically improved both equity and excellence for all students.

We have seen the number of high school graduates rise dramatically. In 1979, 85 percent of white students received diplomas, and 75 percent of black students—three times the percentage 30 years earlier—do so as well.

We have seen the median educational level of blacks increase from eighth grade in 1960 to twelfth grade in 1980.

We have seen black students improve their reading, and arithmetic skills and the gap between blacks and whites on standardized test scores has narrowed.

We have seen disadvantaged children in federal programs like Head Start make startling gains. A 1982 Department of Health and Human Services report, *Lasting Effects After Preschool*, shows early education programs do work. The number of low-income children assigned to special education classes and retained in grades has dropped while their math, reading and intelligence scores have risen. Perhaps most important, these remedial programs have had a lasting, positive effect on students' academic self-esteem.

We have seen disadvantaged students in Chapter I programs improve their reading skills by as much as 17 percent and their math abilities by as much as 74 percent.

We have seen hungry school children fed—nearly 4 million of them in federal breakfast programs in 1980–81.

We have seen the Bilingual Education Act and the Indian Education Act give millions of youngsters an equal chance to learn and participate in American society.

We have seen more children of migrant workers being educated. The numbers have risen from 80,000 in 1967 to over 700,000 in 1980.

We have seen the difference that Title IX has made in increasing opportunities open to girls and women. (Title IX is a federal law prohibiting sex discrimination in education.) The percentage of female students in federally funded agricultural, technical trade, and industrial programs rose from 8 percent in 1972 to 28 percent in 1980. Women's enrollment in dental school has risen from 2 percent in 1972 to 17

percent now; in medical school from 11 to 26 percent; in veterinary school from 12 to 39 percent; in law school from 10 to 34 percent.

We have seen the 1975 Education for All Handicapped Children Act allow many disabled children to be educated in regular classes.

These gains are only the beginning, a sampling of what can be achieved when a nation is committed to quality and equality. Unfortunately, we are now witnessing a serious erosion of that commitment. In the last two years, the seedlings of equity have been pulled up by the roots, and excellence for all our children has suffered. Since 1981:

The Department of Education staff has been cut by 25 percent.

Overall funding for the Department has been cut by 16 percent and all 14 members of the Advisory Panel on Financing Elementary and Secondary Education have been replaced. The panel has recommended further cuts in educational funding, eliminating the Department of Education, and scrapping Chapter I.

Efforts are being made to relax requirements that schools receiving federal funds must comply with anti-discrimination statutes.

750,000 children have been dropped from Chapter I programs. Monitoring how federal dollars are spent by state and local authorities for programs such as Chapter I has become a low priority.

New funding arrangements have funneled more federal aid to rural and private schools at the expense of urban and inner-city public schools.

475,000 children no longer receive free or reduced-price breakfasts. At least 900,000 poor children were rendered ineligible for free or reduced-price school lunches.

Bilingual education, already cut by 15 percent, has faced cuts of up to 42 percent in Administration proposals.

Migrant children's and American Indian education programs have been threatened with 50 to 100 percent cuts.

Attempts have been made to eliminate the Women's Educational Equity Act Program. After these attempts failed, the director was fired and the staff cut in half.

Programs for the handicapped have been targeted each year for elimination or substantial cuts. Special education programs in 890 school districts have been cut back.

This current move to "deregulate" public education, to "cut costs," to "reduce paperwork," and to introduce "realism" into our definition of educational equity has severely damaged both equity and excellence. Our mission is to teach all the children, to help each child become a contributing member of society. This cannot be achieved with the narrowly focused programs and curricula of the past.

It can't be done because our student population—our nation's population—is radically different today. We have 40 million children in our public schools. Approximately half are female, nearly 11 million—or 26 percent—are members of minority groups, and 3 million are handicapped. In all but two of the nation's 25 largest school districts, more than half of the students are minority. By 1985, the United States will have the fifth largest population of Spanish-speaking people in the Western hemisphere. By the year 2000, California will have a majority of minority residents and so will 53 major American cities.

We are living in a global, interdependent society, and our nation is becoming more diverse each day. We can no longer afford to ignore the educational needs of children who once seemed "different," for they are now a large and growing percentage of our youth. We can no longer educate children in classrooms that bear no resemblance to the society they will live and work in. As sociologist Kenneth Clark recently wrote:

"We must develop a strategy for communicating to the majority of American whites something they are reluctant to understand and accept: that segregated, racially organized schools damage their children, make their children ineffective, made their children incapable of coping with a real world in which two-thirds of the people are not white; that America has a precious commodity in its racially diverse population which can be used as a very positive asset in education."

Many white parents have already come to this conclusion. A recent University of Chicago study found that 75 percent of all white parents surveyed said they would feel comfortable with their children in schools that were 50 percent minority. More and more people agree: Today's quality education must include the lessons of pluralism.

We can't return to McGuffey's Reader or to the curricula we used 20 years ago because they don't provide the knowledge necessary for a basic education today. The information explosion has revolutionized our definition of the "basics." For today's students to succeed in today's world, they must know how to think, analyze, com-

pute, cope, understand, choose, negotiate, mediate, influence, convince, lead, follow, teach and learn. They must cope with social pressures their parents never faced. They must take from their public school education a much greater sophistication than we took from ours. And no one knows better than teachers that the task of providing that sophistication becomes more difficult and more necessary each day.

We cannot walk away from that challenge and pretend it doesn't exist, as some people would have us do. That would be a great disservice to our children and to our nation's future.

We must reaffirm our commitment to quality public education for all. Our future as a democracy depends on it. Our citizens must be educated about our freedoms in order to enjoy them and perpetuate them. Today's students are tomorrow's voters, tomorrow's leaders. They are the ones who will be raising our children's children.

We must continue to strive for equity and excellence.

"We cannot have quality education if we continue to condone inequality for any," the NAACP concluded recently. And we must not, as Washington columnist Richard Cohen wrote, let the current spotlight on quality "provide a bogus justification for a return to a time when . . . that vaunted goal, excellence, was like a Jim Crow drinking fountain—reserved only for certain kinds of people."

Whatever it takes, America's teachers and school workers will work for excellence. At the same time, we will do everything in our power to ensure that equity is seen, not merely as a concern of the past, but as the unfinished agenda of the future.

Mr. GOODLING. Our next panel is Donna Cotner, president of the Tennessee Education Association; Alice Harden, president of the Mississippi Association of Educators; and Virginia Budd, president of the Louisiana Association of Educators.

Donna, would you like to start?

STATEMENT OF DONNA COTNER, PRESIDENT, TENNESSEE EDUCATION ASSOCIATION

Ms. COTNER. I appreciate the opportunity to talk to you today.

I am Donna Cotner. I am a classroom teacher. I teach high school math, physics and chemistry. I am 8 months away from a high school class, and in 6 months I will be back. I am talking to you from the perspective of a practitioner, the person in the classroom everyday, who deals with the students, who knows what the problems are and how they are affecting the lives of the young people of this Nation.

I feel very strongly that I need to also say to you that I represent the Tennessee Education Association as their president, an organization of 37,000 professional educators, professional educators who have stood for excellence in education long before it became the politically popular thing to do.

We have been the students' advocate and the students' lobbyist in our State for 118 years. When time has come for educational reform, it has been our voice that has added action to rhetoric.

Let me begin by thanking you for the opportunity to appear before this subcommittee. With the current national emphasis on education and education reform, the Committee on Education and Labor is vital to the combined efforts of many individuals and organizations to make education a national priority.

Our country is only as strong as its people. As an educator, I firmly believe that the public schools are the very fabric of our society. The public school is the great equalizer and the source of our strength—militarily, politically, and economically.

All of my comments are based on the premise that education, because of its critical nature, needs a national focus and a commit-

ment to quality that emanates from Washington to the thousands of local education agencies across this country.

My letter of invitation to testify before this subcommittee outlined that this hearing will focus on four major topics: The effectiveness of ongoing Federal programs; the effects of proposed budget cuts on these programs; future directions for new Federal aid; and local problems and needs faced by our educational system. I will attempt to at least briefly address each of these areas.

First, let us focus on the effectiveness of ongoing Federal elementary and secondary programs. Very simply, let me assure you that the children of Tennessee benefit greatly from a number of federally funded programs. A primary example is chapter I. Chapter I provides thousands of disadvantaged youngsters across Tennessee, educational opportunities which would not be provided without Federal support.

Chapter I gives my State and States across the country vital financial resources necessary to provide a quality program on basic skills areas. Teachers in the Chapter I Program assure me that without the Federal dollars, the overall educational opportunities would be severely curtailed and the children would suffer immeasurably. Until education is adequately funded at all levels, remediation programs are going to be a necessary element of the curriculum.

While on the subject of effectiveness of current programs, I must make reference to education of the handicapped and the area of vocational education. Tennessee preceded the Federal law. We have a local commitment to make certain every child does have an opportunity for an education. Because of the diversity of our student population, universal public education places tremendous obligations on our schools and our teachers.

Students impacted by Public Law 94-142 are a special group of young people who have very special needs. Because of limited financial resources, States often cannot provide the necessary additional programs required to give every student, even those with physical or psychological limitations, the opportunity to achieve to his or her greatest ability. Every child has the potential to contribute to the greatness of this Nation and world. I applaud you and the Congress for seeing that every child has at least a chance to succeed.

In the area of vocational education, Federal legislation has been critical to the success of many nonacademic programs in Tennessee. The world in which we live today requires a work force with many types of skills. We had an industrial revolution and society had over 100 years in which to absorb the shock. We are in the middle of an informational revolution, and we do not have that time in which to absorb the shock.

The children I have in my classroom today will spend the majority of their life in the 21st century. They will be competing for jobs that do not presently exist, with people not yet born. I cannot do them the disservice of denying them the opportunity to have that competitive edge. Every year we look at what is happening in education. We talk about spending money for education. Education must be viewed as an investment and not consumerism.

Our own statistics tell us for every $1 spent on education, $6 are returned to the gross national product. For every $4 spent putting the student through high school or secondary level, $7 are returned to the local State and national governments in the form of taxes. You will not find a dollar spent anywhere else that gives a higher return.

If you look at job opportunities that have been created within the last 25 years of economic growth, more than 70 percent of those jobs came as a direct result of education.

We must reprogram, refocus our thinking. We are not spending on education; we are investing in the future. And we are doing it dollarwise as well as personnelwise. We need to make that message a little stronger.

We also need to be very aware that the children in the classroom today will be there longer than three consecutive terms of a President, six consecutive terms of a Representative, and four consecutive terms of a Senator. Whatever obligations we have to them we will initiate with the good-faith effort that these will be carried forward by future people who are in positions to make those determinations.

Proper balance between academic and vocational training gives every student at least the opportunity to achieve the skills to fill his or her needs and allows the student to chart his or her future in the work world.

Let me summarizes this section of my testimony by saying that probably no program is going to be perceived by all as 100-percent effective. But if it is your child who is salvaged, it is your child who has the ability to compete, if it is your child who now can learn, then for you that child is saved and it is 100-percent effective for you.

I can say without equivication that Federal programs in elementary and secondary education have overall been extremely successful and have provided opportunities for quality education to thousands of youngsters across this country.

The next area I would like to address is the effects of proposed budget cuts on these programs and the effects on the Federal budget. Too often those who talk about excellence in education are the very same individuals who press for budgets which decrease the real dollar spending for educational programs. The Federal share of elementary and secondary education costs was reduced from 8 percent in fiscal year 1981, to 6.4 percent in fiscal year 1984.

This reduction in our national financial commitment is very shortsighted in view of our pressing need to focus national attention on the problems facing public schools and to invest in the youth of America. Over the past few years, the administration's budget requests have called for reduction or elimination of programs which have proved their worth in expanding educational opportunity. This trend must be reversed.

But, the administration's budget which has just been submitted to Congress contains even more cuts in education programs. The National Education Association estimates that the Education Department, based on budget authority figures provided by the administration, would be cut by upwards of $3 billion if the administration's budget were adopted. Some $2.5 billion of the cuts would

affect more than a million students from low- and middle-income families.

Obviously, educators, like all concerned citizens, are very concerned about the spiraling Federal deficit; the problem cannot be ignored. But education is vital to the Nation's future and should be treated no worse than any other Federal budget category.

It seems grossly unfair to our children, and the future of this country, to propose a 10-percent increase in military spending and substantial cuts in education.

I implore you and the Congress to not attempt to balance this budget on the backs of America's youth. Education spending should be viewed as an investment; an investment in our Nation's future.

The next major topic I would like to address involves future directions for new Federal aid and legislative proposals to promote educational quality. I should begin by saying that educators are very pleased to see the current national concern about educational quality and education reform. For many years ours has been the sole voice stating the needs of education. We are delighted that you are asking questions. We may not always agree with the answers, but we are happy for the dialog. But, I must say in all candor, that much of the talk about reform has been little more than political rhetoric. Many reform proposals have been touted as panaceas to the problems of our public schools.

The fact is that teachers have known for years what was needed to improve educational quality. There is not much "glamour" in talking about oversized classes, elementary counseling, time for teachers to teach, programs for gifted and talented, and expanded curriculum offerings. These are some of the areas, though, that must be addressed if we are to truly achieve the excellence to which we all aspire.

I would like while discussing this topic of future directions and proposals for educational quality to say how excited teachers are about current legislation before the Congress which does, indeed, propose true education reforms. I want to publicly thank Chairman Hawkins for sponsoring the American Defense Education Act, H.R. 650. The ADEA provides that local education agencies develop and implement programs in elementary and secondary schools to improve instruction and student achievement in mathematics, science, communication skills, foreign languages, and technology. The bill establishes participation requirements and assessment of instruction and student achievement.

To measure the progress of programs developed with ADEA assistance, local school districts are to establish yearly evaluation systems. These systems would be developed with participation from the school board, administrators, teachers, parents, and industry. The American Defense Education Act establishes an incentive program, a Federal impetus, so our country can meet the demands placed on our educational systems by the technological changes taking place in today's world. It is vital to our economic well being and to our national security that the Federal Government provide the support to local school districts to develop programs which will train our young people for tomorrow's world.

Before I leave the subject of Federal proposals affecting education, let me mention legislation which has the potential for doing

irreparable damage to public education. The legislation to which I refer is the proposal to provide tuition tax credits to parents of private school children. Tuition tax credits are bad educational policy, bad economic policy, and should never be enacted by the U.S. Congress. The Government has no responsibility to provide a dual school system in this country. Tuition tax credit proposals would drain badly needed dollars from public education and would add to the ever growing national deficit.

The teachers of Tennessee would implore you to do everything possible to see that tuition tax credits are not passed by the U.S. Congress.

I would like to conclude my presentation with a few comments relative to problems faced by our schools and renew my plea for adequate educational funding in order to address these most critical concerns.

Mr. Chairman, the problems of crime, drug and alcohol abuse, battered children, teenage suicide are very real and alarming. But the long-range answers are not to just build more prisons and drug treatment centers. The only viable course of action is to try to reach every child in an education setting. The old saying that "an ounce of prevention is worth a pound of cure" gives good advice to those of us concerned about public education. The highest yielding, lowest risk investment in America is in the quantity and quality of education provided to the children of this Nation.

Mr. Chairman, we need a renewed national focus on education in this country. We need decreased rhetoric and true reforms. We need the concern and involvement of parents, business, and government. The teachers of this country want to do an outstanding job, but they must be given the resources and support to provide the quality of education our children deserve.

I would like to commend this subcommittee and the full Committee on Education and Labor for the support you have traditionally given education. As educators, we want to work with you in making education a national priority. It is imperative that we succeed in these efforts. Our future security and well being depend on it. Our children deserve no less.

Thank you.

Chairman HAWKINS. May I prevail on the other two members of this panel. We have here Dr. Fortenberry. We would ask him to make a brief presentation.

It is a pleasure to have you present at the hearing today.

STATEMENT OF ROBERT N. FORTENBERRY, SUPERINTENDENT OF SCHOOLS, JACKSON MUNICIPAL SCHOOL DISTRICT

Mr. FORTENBERRY. Thank you, Mr. Chairman. I appreciate the opportunity to sit on the same side of the table as NEA. I am deeply honored to be here.

As educators we are faced with perhaps the greatest challenge of our times. The world is entering an information age where the survival of nations will depend most on knowledge and skilled intelligence. America is not ready, as evidence by findings of the National Commission on Excellence less than 2 years ago. Too many of our people are functionally illiterate. Too many of the Nation's

school children cannot compete effectively on standardized tests with their peers in other industrialized nations.

The commission's "Nation at Risk" report identified knowledge, learning, information, and skilled intelligence, as the new raw materials of international commerce. It declared that without them, the United States risks losing its dominant influence in world markets.

The bottom line is that the Nation's educators must prepare students to compete effectively with the knowledge and intellectual skills of other industrialized countries. And, we must do it in a time of steady erosion of financial support for education. The Federal Government is convinced the responsibility of education is a local one, and local taxpayers show over and over as they vote on school related issues, that they don't want the responsibility.

To push the country's youngsters to the heights of knowledge they must achieve will demand a radical change in our perception of staff development in education. We also need to strengthen programs that address special reading and math deficiencies. Additional financial support will be necessary.

In the Jackson, MS, public schools, we have come a long way in understanding how we can teach children effectively. I deeply appreciate the bill you are sponsoring having to do with effective schools. I think it will add significantly in ungirting the basic skills concepts that are so necessary in our concern.

This concept goes much deeper than simply designing an instructional curriculum and imparting information to students. For the past 4 years we have embarked on a deliberate, well-planned course of excellence charted by a group of people committed to teaching all children.

The group, teachers, principals, administrators, has moved our district toward the realization of a five-part instructional improvement plan. Basic elements of the plan are: A uniform curriculum with a grading system for accurately measuring student mastery. A commitment to excellence in teaching all children. A shared governance concept involving parents and community in decisions about school policy and programs. An instructional council of teachers, principals and administrators which guides instruction direction. And a structured, systematic, research-based staff development program for all employees.

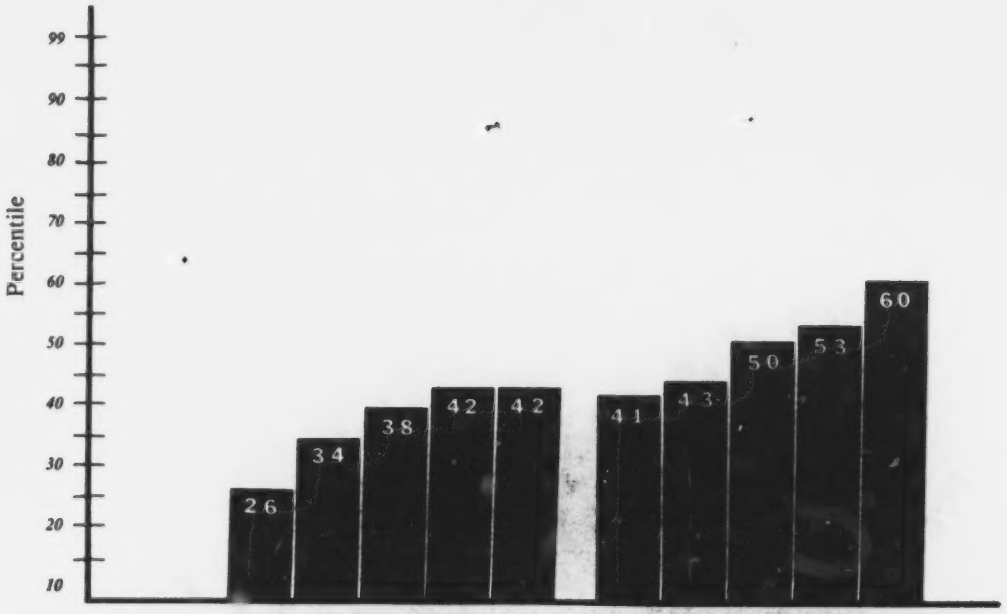
Constantly rising test scores tell us we are on target—see the accompanying graphs and charts.

[Graphs and charts referred to follow:]

California Achievement Test Results

1974-1984

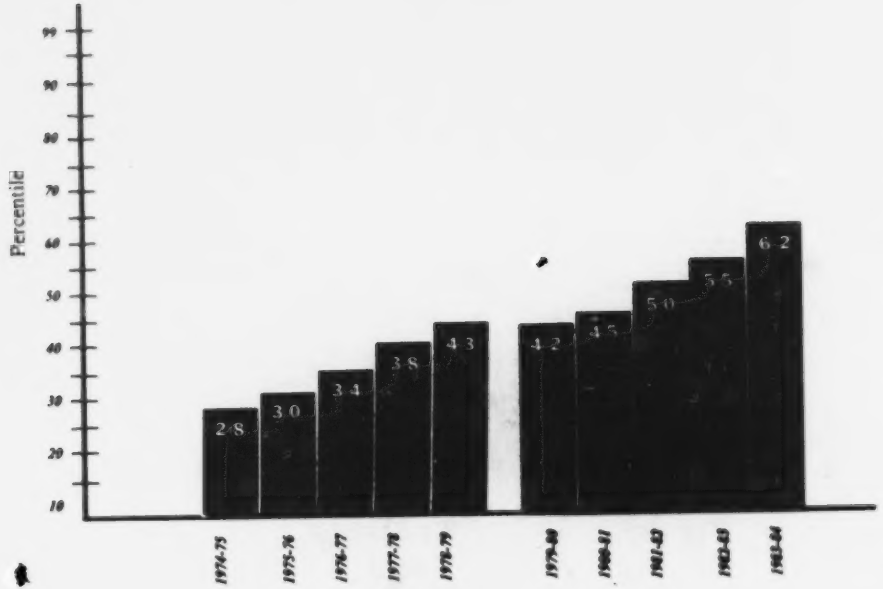
TOTAL BATTERY
Grade 4



California Achievement Test Results

1974-1984

TOTAL BATTERY
Grade 6

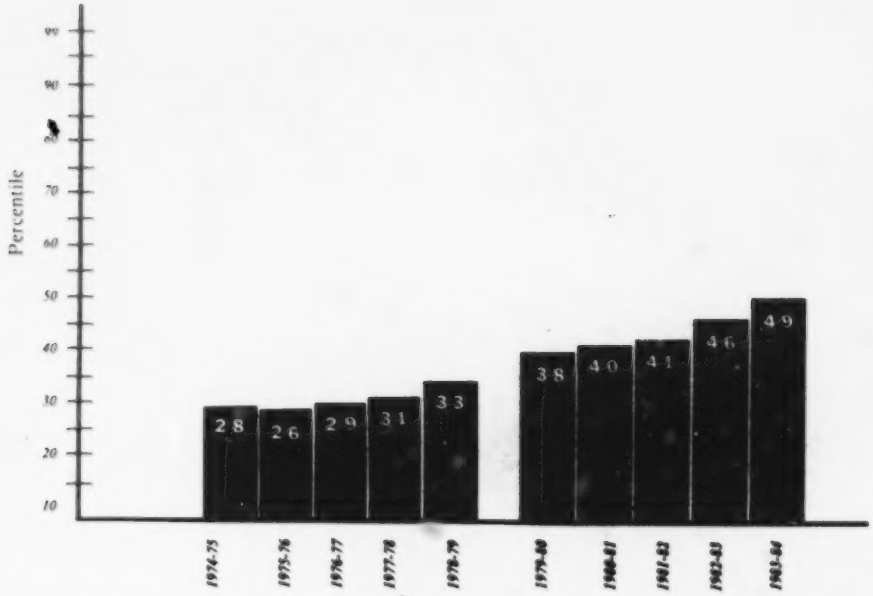


California Achievement Test Results

1974-1984

TOTAL BATTERY

Grade 8



California Achievement Test Results
1983 - 1984
DISTRICT SUMMARY OF NCE GAINS BY GRADE AND SUBJECT AREA FOR STUDENTS ENROLLED IN CHAPTER I CLASSES*
Subject Area: MATHEMATICS

Grade	Normal Curve Equivalents (NCEs)		NCE GAINS
	Pretest Average	Posttest Average	
2	32.70	38.62	+ 5.92
3	33.11	38.11	+ 5.00
4	26.91	39.51	+12.60
5	30.21	34.23	+ 4.02
6	27.60	39.54	+11.94
7	29.00	36.00	+ 7.00
8	31.00	35.00	+ 4.00
9	35.00	32.00	- 3.00
10			
11			
12			

Average Overall NCE Gain in **MATHEMATICS** was +5.94 for above grades.

NOTE: Nonpublic schools comprise 9.1 percent of this data. Students with Pre and Posttest scores = 1,842 in mathematics and 167 of these were enrolled in nonpublic schools.

*Students in Chapter I classes are those who have scored at less than the 50th Percentile on the California Achievement Test.

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California Achievement Test Results

1983 - 1984

DISTRICT SUMMARY OF NCE GAINS BY GRADE AND SUBJECT AREA FOR STUDENTS ENROLLED IN CHAPTER I CLASSES*

Subject Area: **READING**

Grade	Normal Curve Equivalents (NCEs)		NCE GAINS
	Pretest Average	Posttest Average	
2			
3			
4			
5			
6			
7	28.00	35.25	+ 7.25
8	22.75	28.75	+ 6.00
9	30.00	35.00	+ 5.00
10	29.00	36.00	+ 7.00
11	20.00	36.00	+16.00
12	30.50	38.50	+ 8.00

Average Overall NCE Gain in **READING** was +8.21 for above grades.

NOTE: Nonpublic schools comprise 2.6 percent of this data. Students with Pre and Posttest scores = 351 in reading and 9 of these were enrolled in nonpublic schools.

*Students in Chapter 1 classes are those who have scored at less than the 50th Percentile on the California Achievement Test.

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Mr. FORTENBERRY. In the Jackson public schools all students must reach a specified level of mastery in the standardized curriculum before they can advance. Federally funded programs like chapter I reading and mathematics, and Project Think, help kids with deficiencies reach the levels of mastery. These programs reach most eligible students in elementary schools, but limited dollars prevent their full implementation on the junior high level. Such programs are not offered at senior high schools, though the need exists. Project Think is an outstanding program on the junior high level in that it develops students' abilities to think and reason, helping them to deal more effectively with the full range of academic content.

Project Think is the kind of program which can help educators respond positively to the information and intellectual challenge espoused in "Nation at Risk." Yet, funding permits only a fraction of students to be served. Even the basic reading and mathematics programs of chapter I reach just a small segment of eligible students on the junior high level, and none of those who could benefit in senior high schools.

Our school district is being called upon more and more to also educate students who have never been exposed to the English language. An $8,000 grant this year for a Refugee Entrant Program allows us to serve some of these students' needs, but staff development for teachers who work with the students is drastically needed as well as some kind of program to help us work more effectively with the students' parents.

We are convinced that the instructional programs we have in place need to be expanded to include staff development showing teachers how to teach better and principals how to be better instructional leaders.

Reseach has shown that it is not enough to provide children reading, mathematics and other basic skills instruction. The children must have teachers who can effectively convey the knowledge to them.

Educators now realize that teaching is a science, a body of practices and techniques currently overlooked in most teacher preparation programs at colleges and universities. The science has to be learned for all children to be taught effectively.

A number of institutions are moving swiftly to fill this gap. For those teachers already on staff in our schools, efforts must be made to give them on-the-job training.

In the Jackson public schools, we have invested a considerable amount of time and money to devleop a structured, research-based staff development program for teachers, principals and administrators. We foresee that much more time and money will need to be expended. Limited resources led us to pool resources with about 15 smaller school districts in our State to support the kind of staff development necessary to turn education around.

The staff development program centers around the research of the effective schools movement and the teaching theories of Madeline Hunter and other recognized experts.

We see ongoing, comprehensive staff development as a key factor in educators meeting the challenge we have been called upon to fill.

BEST COPY AVAILABLE

As the "Nation at Risk" report concludes, learning is the "indispensable investment" required to succeed in our new age of information. In Jackson public schools, we agree with commission members that all children, regardless of race or economic status, are entitled to full development of their individual potential. We believe all children can learn.

Although the Nation faces austere economic times, the vehicle capable of placing America on more solid footing should not be marked off the priority list in funding.

The Nation can retain and improve on its competitive edge internationally while prospering at home, only if the American people have the new raw materials of knowledge, learning, information, and skilled intelligence.

Educators in Jackson, MS, are ready to fill this demand as are educators nationally. We cannot do it alone. We must have support from our National Government and support from American citizens at all levels. Without it, we—and thereby our Nation itself—risk falling flat on our faces.

Thank you.

Chairman HAWKINS. Thank you, Dr. Fortenberry. I know your time is limited and the ladies have been very gracious to allow this intervention. Unless some of the members have a most urgent question that has to be asked, I would just excuse you so you can make your connection.

Mr. FORTENBERRY. Thank you very much, and thank you for your leadership in education.

Chairman HAWKINS. Thanks for your cooperation.

Ms. Harden, we will hear from you next.

STATEMENT OF ALICE HARDEN, PRESIDENT, MISSISSIPPI ASSOCIATION OF EDUCATORS

Ms. HARDEN. Thank you very much. I am Alice Harden, president of the Mississippi Association of Educators. I am delighted to have the opportunity to provide testimony which will graphically show the impact of the proposed education budget cut on public education in the State of Mississippi.

Before addressing the negative cost report that this administration's education budget has had on Mississippi, the MAE and NEA believes it is more important to address the basic principles that any new education authorization should contain.

The basic provisions are: a national program of incentives to assist local school districts to improve the quality of instruction in fields such as mathematics, science, communications, technology, foreign languages, guidance and counseling.

A commitment of equality of access to education for all.

Voluntary participation of local school districts.

Local school districts given the responsibility for determining their special educational needs and developing their own assisted programs to be assisted by this legislation.

Participation and input required from the school board, administrators, teachers, parents, appropriate bargaining agents, business and industry, and the local community in the development and evaluation of all local projects.

A distribution formula established guaranteeing funds to all participating local school districts and providing extra payments for disadvantaged children.

A grant program to institutions of higher education authorized to facilitate the improvement of teacher training.

Language to ensure that Federal funds under this act would "supplement not supplant" local and State effort.

The MAE and the NEA are committed to an educational plan which equalized access to education quality. I call your attention to appendix 3 of the attached information. The Federal Government must play a strong role in providing equal access to quality of educational opportunities in the State of Mississippi.

Let me just take a moment and speak to some data that Dr. Boyd talked about earlier. Mississippi, as you all well know, we have the highest percentage of poverty among students in the Nation.

We are the greatest recipients of chapter I funds. We have the lowest ACT scores in the Nation. We are the 49th as far as graduation rates are concerned.

Our teachers rank last in the salaries that they make. We are No. 51 as far as the per pupil expenditure of the State. That points up the fact that Mississippi is a very poor State.

The impact of the Federal budgetary cuts in Mississippi during the current administration has eroded the feasibility of offering quality educational services, opportunities and programs for students of special needs.

The decrease in Federal dollars since 1979–84 is 92 percent or, stated another way, reflects a decrease 8 percent of actual Federal dollars in Mississippi. Specifically, in 1979, when Mr. Reagan took office, 23 percent or $195,481,908 of Federal money was appropriated for Federal programs in Mississippi.

As Mr. Reagan began his first session of Congress, Federal budget programs took a devastating downturn in Mississippi. The decrease in appropriations by an approximate amount of $19 million or 20 percent for 1981–82 meant Mississippi was going to experience difficulty in the ability to generate needed State money to cover the deficit funding.

I call to your attention appendix A, page 5, which graphically illustrates the amount of funds expended by the State, the total amount of revenue expended by the State for public education, for public schools. And I compared to that the amount of Federal funds over a period of time.

I would ask you to take a look at the period of time from 1978 through 1984. The statistics here indicate that the State has taken an increased responsibility as far as education is concerned. It points to the fact that the Federal role in education in Mississippi is constantly decreasing.

And along the same lines, I would like for you to know that the State is committed to providing excellence in our schools. In 1982, the legislature passed a massive reform package. You have listened to our State superintendent tell you of the various components of that package.

It is important to public education because for the first time in the history of Mississippi public school kindergartens were initiated, compulsory school attendence, it calls for massive improve-

ments in the teacher training programs which would ensure there is a quality and competent teacher in every classroom.

So I say to you that the citizens are, in fact, committed to education.

When you talk about the funds that were generated as a result of the passage of that massive piece of legislation, the total tax package, there was an increase in sales tax, a half cent increase in sales tax, which should have generated some $1[illegible] million in taxes per year in order to fund that piece of legislation.

But I tell you that at this point, there is still controversy over the funding of the public kindergartens, whether or not the act will in fact be finally implemented. And I point this up to you because in light of the fact that the citizens and the legislators in fact are committed to providing quality, excellent educational opportunities for all of the students in Mississippi—I think that it is a two-way street.

We have to have some help. We are willing to put forth the initiatives to help ourselves, but by the same token, we need some additional Federal funds in order to be sure that every child receives a quality education.

During the past 4 years, Mississippi has experienced a steady decrease in Federal dollars since 1980 from 23 percent to 17.8 percent in 1984.

In summary, the Federal budgetary cuts since 1980–84 have decreased by 11.2 percent of actual Federal dollars, as compared to Mississippi's increase of 21.9 percent in actual State dollars and the local increase of 22.4 percent in actual local dollars for the same period of time, 1980–84.

As a result, Mississippi has experienced an overall decrease in the portion of educational revenue by a total of 22.6 percent over the most recent 4 years.

I would like to speak very briefly to one of the proposed budget cuts which specifically speaks to an area which is of concern to the members of this organization and, of course, to teachers throughout the State. That is the budget, proposed budget, cuts in the school lunch and school nutrition programs.

I would like to, if it is acceptable by the chairman—I would like to send this information to you. It is a comparison of the number of meals served in Mississippi.

It tells how the participation in the lunch program has declined from the school year 1981 through 1985. I have the documented evidence in front of me. And I would just like to very briefly tell you that during the school year 1981–82, there was a decrease of 18 percent in free lunches.

In other words, 18 percent of the students who qualified for a free lunch were not eligible after the 1981–82, or during the 1981–82 school session.

And if you look at the cumulative figures, if you look at the cumulative figures of how the decreases in funds in fact have made such a tremendous impact on the number of breakfasts and lunches served in the State, it will point up to you the importance of maintaining or even increasing funding of those particular programs.

Finally, let me speak to the impacts of the proposed budget cuts in this area. First of all, to eliminate the Federal cash assistance funding for the paying child in all child nutrition programs. The impact on the State of Mississippi would be a loss of $4.4 million.

Two, to eliminate the food entitlements to all paying children in programs of child nutrition would impact on the State of Mississippi to a degree of $2.4 million. Freeze all reimbursements not terminated. The impact on Mississippi would be for the last 3 years the rates have been adjusted upward each July 1 in accordance with inflation indexes.

Prior to 1981, rates were adjusted July 1 and January 1. This has meant approximately 5 percent per meal. Approximate total losses as a result of this item only would result in a $4.1 million loss for the State.

I remind you finally that an investment in education is an investment in the future of our children.

Thank you very much for allowing me to testify before this committee.

[Prepared statement of Alice Harden follows:]

PREPARED STATEMENT OF ALICE HARDEN, PRESIDENT, MISSISSIPPI ASSOCIATION OF EDUCATORS

To Representative Hawkins, chairman of the House Education and Labor Committee and other distinguished Representatives—I am Alice Harden, president of the Mississippi Association of Educators. I am delighted to have the opportunity to provide testimony which will graphicly show the impact of the proposed eduation budget cut on public education in the State of Mississippi.

Before addressing the negative cost report that this administration's education budget has had on Mississippi, the MAE and NEA believes it is more important to address the basis principles that any new education authorization should contain.

BASIC PROVISIONS

A national program of incentives to assist local school districts to improve the quality of instruction in fields such as mathematics, science, communications, technology, foreign languages, guidance and counseling.

A commitment of equality of access to education for all.

Voluntary participation of local school districts.

Local school districts given the responsibility for determining their special educational needs and developing their own assisted programs to be assisted by this legislation.

Participation and input required from the school board, administrators, teachers, parents, appropriate bargaining agents, business and industry, and the local community in the development and evaluation of all local projects.

A distribution formula established guaranteeing funds to all participating local school districts and providing extra payments for disadvantaged children.

A grant program to institutions of higher education authorized to facilitate the improvement of teacher training.

Language to ensure that federal funds under this Act would "supplement not supplant" local state effort.

FUNDING

Local school districts would be directly provided with federal payments on a "per student" basis with additional resources for disadvantaged youngsters. The actual formula as follows:

Participating school districts are eligible for a basis payment equal to the sum of (1) 2.25 per cent of the "payment rate"—which is the average per pupil expenditure for public elementary and secondary education of the state but not less than the average per pupil expenditure in the U.S.—multiplied by the number of children aged 5 through 17 in the school district who are eligible to be counted as Chapter 1 of the Education Consolidation and Improvement Act and (2) 2 per cent of the pay-

ment rate multiplied by the number of children aged 5 through 17 who are not eligible to be counted under that statute.

Each school district which demonstrates that the program substantially achieves its predetermined goals will be eligible in the following year for an additional incentive payment equal to two percent of the payment rate for the number of children in average daily attendance.

The authorization is for such sums as may be necessary for fiscal years 1986, 1987, and 1988.

If the actual appropriation is less than the authorized amount, provisions are included for ratable reduction of grants.

The MAE and the NEA are committed to an educational plan which equalized access to education quality. (See the attached principle of excellence, appendix B). The Federal Government must play a strong role in providing equal access to quality in the State of Mississippi.

The impact of the Federal budgetary cuts in Mississippi during the Reagan administration has erroded the feasibility of offering quality educational services, opportunities and programs for students in special needs.

The decrease in Federal dollars since 1979–1984 is 92 percent or, stated another way, reflects a decrease, 8 percent, of actual Federal dollars in Mississippi. Specifically, in 1979, when Mr. Reagan took office, 23 per cent or $195,481,908 of Federal money was appropriated for Federal programs in Mississippi. As Mr. Reagan began his first session of Congress, Federal budget programs took a devastating downturn in Mississippi. The decrease in appropriations by an approximate amount of $19 million or 20 percent for 1981–82 meant Mississippi was going to experience difficulty in the ability to generate needed state money to cover the deficit funding.

During the past four years, Mississippi has experienced a steady decrease in Federal dollars since 1980 from 23 percent to 17.8 percent in 1984.

In summary, the federal budgetary cuts since 1980–84 have decreased by 11.2 percent of actual Federal dollars. As compared to Mississippi's increase of 21.9 percent in actual State dollars and the locals increase of 22.4 percent in actual local dollars for the same period of time, 1980–1984.

As a result, Mississippi has experienced an overall decrease in the portion of educational revenue by a total of 22.6 percent over the most recent four years.

[Appendix A]

MISSISSIPPI TOTAL REVENUE FOR PUBLIC SCHOOLS [1]

	Local		State		Federal	
	Amount	Percent	Amount	Percent	Amount	Percent
1979–79	$149,338,526	23.7	$334,409,260	52.9	$148,012,817	23.4
1979–80	178,077,514	22.8	414,386,626	53.1	188,053,381	24.1
1980–81	202,337,999	23.8	452,113,821	53.2	195,481,908	23.0
1981–82	217,998,120	24.7	487,377,596	55.3	176,752,926	20.0
1982–83	224,528,333	25.3	491,821,879	55.3	172,739,449	19.4
1983–84	247,738,978	25.5	551,358,006	56.7	173,346,991	17.8

[1] Includes: SDE, School Food Service, all LEA's.

Note.—1983–84 divided by 1979–80 equals 133 percent. Increase of 33 percent actual dollars, 1983–84 divided by 1979–80 equals 92 percent. Decrease of 8 percent actual dollars.

Facts: 1. $195,487,908 (1980–81) to $173,346,991 (1983–84) equals 11.2 percent decrease in actual Federal dollars. 2. $453,113,821 (1980–81) to $551,358,006 (1983–84) equals 21.9 percent increase in actual State dollars. 3. $202,337,999 (1980–81) to $247,738,978 (1983–84) equals 22.4 percent increase in actual local dollars. 4. Dollars of total revenue (1980–81) divided by (1983–84) equal 23.0 percent divided by 17.8 percent equals 22.6 percent decrease in the portion of total education revenue in Mississippi over the most recent 4 years.

[Appendix B]

NEA's Nine Principles for Educational Excellence

PRINCIPLE ONE

Students must master what is taught.—The objective of education should not be more passing grades but a demonstrated grasp of the fundamentals, the competent use of skills, and command of subjects. Mastery of what is taught is the standard of excellence, with schools offering a comprehensive curriculum, organizing time, and providing resources for this purpose.

PRINCIPLE TWO

Students must be active participants in learning.—There must be high expectations for students performance, learning environments free from disruptive behavior, and learning activities designed to improve student initiative. Students must be involved in questioning and exploration rather than be passive recipients of information.

PRINCIPLE THREE

Full learning opportunity must be available for all students.—All students must be provided varied and appropriate learning opportunities that will enable them to realize their individual potential, irrespective of economic, social, physical, or psychological condition.

PRINCIPLE FOUR

Learning should occur throughout life.—Appropriate opportunities for learning must be available in all school districts for all age groups.

PRINCIPLE FIVE

Authority must be vested in the local school faculty.—More appropriate decisions about teaching and learning are made by those closest to students and the community.

PRINCIPLE SIX

School staff must be professionally compensated.—Teacher salaries must be commensurate with those in comparable professions in order to attract and retain the best teachers.

PRINCIPLE SEVEN

There must be high standards for teacher preparation and practice.—Professional competence must be rooted in intellectually stimulating and demanding teacher preparation programs, rigorous personnel evaluation procedures, and meaningful professional and staff development programs.

PRINCIPLE EIGHT

School/community resources must be coordinated to benefit students.—Problems not directly related to learning but affecting student's ability to learn must be resolved by school/community collaboration and coordination.

PRINCIPLE NINE

Adequate financial support for education is essential.—Excellence in education depends on the combined resources of federal, state, and local governments.

Chairman HAWKINS. Thank you, Ms. Harden.

The next witness is Virginia Budd, president of the Louisiana Association of Educators.

STATEMENT OF VIRGINIA BUDD, PRESIDENT, LOUISIANA ASSOCIATION OF EDUCATORS

Ms. BUDD. Thank you, Mr. Chairman, and the members of the committee. I am Virginia Budd. I serve as president of the State's largest education association, the Louisiana Association of Educators.

I am a career teacher with 28 years of experience. I currently teach severely learning disabled children.

It is a pleasure today to have the opportunity to testify before your committee today on behalf of the educational family in Louisiana. I hope that I can show you how your actions directly affect the children of our State.

Sometimes when we talk about graphs and figures and pie, we forget there are real life, warm, human beings behind the figures.

I have here with me a number of messages which have been sent to you by students in some of our federally funded public education programs. Since today is February 14, these messages are in the form of valentines. Before I present these valentines to you, I would like to show you a very few of them. Please indulge me. I believe that by hearing what our children have to say about their schools, you will learn a great deal about how necessary it is to properly fund public education.

First, let me show you John's valentine. John is a severe language impaired, behavior disordered 8-year-old. His card says, "I love my teacher." John can't function in regular education. His teacher sends you a message: "Please see to it that there remains a special class for John." John's special education class is provided for through Federal funds.

Sam's valentine reads, "I can learn at my school." Sam is also an 8-year-old first grader in the behavior disordered program. His behavior stems from his immaturity. He talks like a baby and is totally dependent on his mother's assistance at home. He occasionally soils his clothes. "Sam cannot function in regular education * * * yet" writes his teacher. The teacher's optimism that Sam will someday be able to function in a regular classroom is a testimony to the dedication of the teachers provided through Federal aid to education.

"We love our teachers" reads Mike's valentine. Mike is a twin; both are in specially designed programs. Both are hemophiliacs. Both are aggressive 8-year-olds who have extreme problems with socialization. According to their teacher, the twins need understanding. "They need a special place to learn * * * because they prefer not to try * * *" says Mike's teacher.

John and Mike and Sam all attend school at a public elementary school in St. Landry Parish. Their teacher sent you a valentine which reads, "We also love our students * * * that is why we are here. We encourage you to visit our school. You will understand why our children are classified special education."

While I know you can't take this teacher up on her offer, I do encourage you to visit similar programs in your States. I am certain your public schools, with the help of Federal dollars, are also offering such programs.

Children in other federally funded programs sent you a message as well. Briefly, I would like to tell you about a few of them.

Twenty-two children and their teachers have sent you the following Valentine's Day greetings: "My heart is in chapter I at Pineville Junior High. Please support us." These people are part of the Chapter I Math Program.

Heidi, a fifth grader at Boyet Junior High School in Slidell, LA notes: "If you truly loved something would you break it?" Her valentine depicts a $1,000 bill torn in half, an obvious play on words concerning her love for schools and her view of their financial condition—broke.

Heidi's classmate, Elizabeth, sends you this mesesage, "Don't cut our budget, please, or schools will be crawling on their knees." Open up her valentine, and you find out how federally funded pro-

grams affect her: She draws a picture of a child at the school cafeteria counter. Behind the counter, the lunchroom worker says, "Sorry, no lunch today. We didn't have enough money." In front of the counter stands a little girl. The picture shows that the girl, presumably Elizabeth herself, is thinking, and I'm hungry, too.

The effect of the Federal budget cuts on our program in our parish will be devastating. Many children will be cut out completely.

The cost of lunches will almost double next year.

Anne Marie joins many of the children in sending you the message that "The Heart of the State of Louisiana is in the Public Schools." And Chris asks, "Please do not hurt my school. I love school." Marcos adds, "My heart is in this program: Impact Aid."

Andrew writes to you, "You are in good hands with public education," which shows his appreciation for public schools—and that he watches television commercials. Nicole must have aspirations to be a cheerleader. Her valentine reads, "Let public schools go? No, No, No. Let public schools stay? Yea, Yea, Yea."

One child sends you a valentine with the businessperson in mind: The heart wears a bowtie. And Michael shows you he's noticed copyright symbols: His valentine is marked, "HalMart, Inc." A final message is sent to you by a chapter I class: "Money is the heart of chapter I. Please don't break our hearts!"

Lots of students' valentines can't be shown to you today. But I can tell you that they are living proof that Federal tax dollars spent on public education can positively affect hundreds of thousands of lives. These valentines show that our children are very creative, if they are given the opportunity to learn. And students are far more appreciative, aware, and observant than the general public imagines.

These children, and their teachers, need your continued support.

Louisiana ranked 12th in the estimated percent of revenue for public elementary and secondary schools from the Federal Government in 1982–83. Yet, even though we received more support from the Federal level than most other States, only 9.73 percent of our school funds came from Uncle Sam. In 1985, it is estimated that the Federal Government will pay only 9.6 percent of the total expenditure for elementary and secondary education in Louisiana.

Our State ranks 37th in terms of personal income per child of school age—as of 1982. We actually dropped in terms of expenditures per pupil in average daily attendance, from 34th in 1982–83—$2,934—to 38th in 1983–84—$2,995. And in 1984–85, it is estimated that the average expenditures per pupil in average daily attendance will drop to $2,821.

Just last Sunday, the capital city's newspaper reported that most of the so-called educational reform package sponsored by our Governor would not be funded.

I teach in a school system which I suspect is typical of most school systems in our State. Because of cuts in Federal spending, we lost all of our elementary school guidance counselors. Our school nurse, who at one time was a full-time employee of the school system, now works for one-half day a week, and must cover eight schools. The school nurse provides the only medical attention some of our children receive.

I would like to discuss something discussed with a former group, with the teachers, the shortage of teachers. As a teacher who is nearing retirement, I am extremely concerned that no one will be there to take my place when I leave. I would also like to say, pay is only one reason why teachers are leaving. Survey after survey has shown that our members do not enter the teaching profession to make money.

Obviously if we did, we would never become teachers in the first place. One of the reasons given is lack of respect, lack of recognition, and the treatment and demoralization of our profession by the media and many people in high places.

Another reason is the working conditions. I would like for you people to realize, those of you who have been out of the classroom for some time, it is a whole new ball game in the classroom today. I have been there 28 years and I know. It is not at all the way it was when I entered the profession. And I am very concerned over what is happening in our classrooms.

And I would like for you to make a personal visit to some schools and see what actually goes on in the typical teacher's day.

We are depending upon the Federal Government to help us. We cannot depend upon the State and local governments to be responsible for properly funding public education. The fact is, you at the Federal level are already funding those programs that the State and local governments either cannot or will not provide.

This brings me to ask you to support a comprehensive program for getting Federal dollars directly into the local school systems where they are needed. The American Defense Education Act, as you know, will provide direct Federal dollars to aid schools in math, science, computer technology, communications, foreign language skills, guidance counseling, and other important services.

I have given you some examples of problems that we in Louisiana face. We have the dubious distinction of having the highest dropout statistics in the United States of America. One out of every four of these dropouts is a gifted student.

With your help, through the ADEA, we can begin to address the problem of offering a more relevant school program to help our students meet the challenges of the future.

I am submitting as part of my testimony a statement, a position paper developed by NEA's department of instruction and professional development.

I would like to close with a statement from our national president:

> Educational equity and educational excellence are inseparable. Teachers in America teach all the children. Our Nation is built on the strength of our democracy. And our democracy is built on the notion of a tuition free, quality public education available to all.
>
> Our attempts to move towards educational equity have brought us nearer our goals of educational excellence as well. Test scores are going up, especially among disadvantaged students. More and more young women are going into fields of study and school activities previously closed to them.
>
> More and more handicapped students are learning to be productive citizens. The gap is closing and that progress is making America stronger in every way. But there is still a great deal more to do. And we need the support that is necessary to get it done.

America's school employees are committed to educational excellence for all of our Nation's students. We will be satisfied with and accept nothing less. We teach the children and we care.

Thank you for listening.

[Prepared statement of Virginia Budd follows:]

PREPARED STATEMENT OF VIRGINIA BUDD, PRESIDENT, LOUISIANA ASSOCIATION OF EDUCATORS, BATON ROUGE, LA

My name is Virginia Budd, and I serve as president of the state's largest education association, the Louisiana Association of Educators. I am a career teacher, with 28 years of experience. I currently teach severely learning disabled children.

Congressmen, it is a pleasure to have the opportunity to testify before your committee today on behalf of the educational family in Louisiana. I hope that I can show you how your actions directly affect the children of our state.

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We are depending upon the federal government to help us. We cannot depend upon the state and local governments to be responsible for properly funding public education. The fact is, you at the federal level are already funding those programs that the state and local governments either cannot or will not provide.

This brings me to ask you to support a comprehensive program for getting federal dollars directly into the local school systems where they are needed. The American Defense Education Act, as you know, will provide direct federal dollars to aid schools in math, science, computer technology, communications, foreign langauge skills, guidance counseling and other important services.

I have given you some examples of problems that we in Louisiana face. We have the dubious distinction of having the highest dropout statistics in the United States of America. With your help, through the ADEA, we can begin to address the problem of offering a more relevant school program to help our students meet the challenges of the future.

TEACHERS' VIEWS OF EQUITY AND EXCELLENCE

"And in the debate about public schools, equity must be seen not as a chapter of the past but as the unfinished agenda of the future. To expand access without upgrading schools is simply to perpetuate discrimination in a more subtle form. But to push for excellence in ways that ignore the needs of less privileged students is to undermine the future of the nation. Clearly, equity and excellence cannot be divided."—Ernest L. Boyer, *High School: A Report on Secondary Education in America* (The Carnegie Foundation for the Advancement of Teaching)

"We do not believe that a public commitment to excellence and educational reform must be made at the expense of a strong public commitment to the equitable treatment of our diverse population. The twin goals of equity and high-quality schooling have profound and practical meaning for our economy and society, and we cannot permit one to yield to the other either in principle or in practice. To do so would deny young people their chance to learn and live according to their aspirations and abilities."—*A Nation At Risk*, The National Commission on Excellence in Education

America's school employees are committed to these words. We are committed to seeing our nation's schools live up to them.

We are committed to quality education for all children in America, be they rich or poor, able-bodied or handicapped, gifted or slow to learn, English-speaking or unable to speak English, male or female, white or of color.

We are committed to seeing that our nation's schools have the means to achieve this ambitious end, be they textbooks or computers, remedial education or college courses, tutors or interpreters, secure grounds or access ramps, smaller classes or more quality teachers.

We are committed to the inseparable goals of equity and excellence for all.

There are some who claim that in the last 20 years efforts to achieve equity have taken precedence over concern for quality education, and that quality has suffered. They claim that equity and excellence are mutually exclusive goals. And they are hoping that the recent enthusiasm for excellence generated by national commissions, study groups and politicians will focus reform efforts on quality and ignore the goal of equity.

If that happens, it will be because we as a nation have forgotten why achieving equity became a national policy goal 20 years ago. We will have overlooked the important gains made in those 20 years and lost our vision of the future for all our children.

Not so very long ago, many poor, minority, and handicapped children were excluded from receiving a free public education in this country. And many educational opportunities were denied to girls as well. We must not forget that:

In 1950, only one-half of all white students and one-quarter of all black students graduated from secondary school.

In 1960, the median educational level for black children was only eighth grade.

Before 1965, there were no compensatory education programs for the disadvantaged, a disproportionate percentage of whom were minority.

Before 1965, millions of children unable to speak English were educated in segregated, non-English-speaking schools, put in English-speaking schools with little or no language training, or denied a public education altogether.

Before 1966, millions of poor children were going to school hungry, unable to concentrate and learn.

Before 1966, there was no federal educational program for the children of migrant workers, many of whom—without an education—became the next generation of migrants.

In 1972, only 8 percent of all female students were enrolled in federally funded agricultural, technical trade, and industrial programs. Before 1972, many professional schools restricted women's enrollment—if they admitted them at all.

In 1972, women were only 2 percent of all dental school students, 11 percent of all medical students, 12 percent of all veterinary students, and 10 percent of all law students.

In 1975, 25 percent of all disabled children received no public education at all; another 25 percent were underserved. Prior to 1975, 48 of the 49 states with compulsory attendance laws, and the District of Columbia, had statutes that exempted disabled children.

Despite historic, attitudinal and financial barriers we have made significant progress toward achieving equal educational opportunity. The equity programs that have been instituted have dramatically improved both equity and excellence for all students.

We have seen the number of high school graduates rise dramatically. In 1979, 85 percent of white students received diplomas, and 75 percent of black students—three times the percentage 30 years earlier—do so as well.

We have seen the median educational level of blacks increase from eighth grade in 1960 to twelfth grade in 1980.

We have seen black students improve their reading, writing, and arithmetic skills and the gap between blacks and whites on standardized test scores has narrowed.

We have seen disadvantaged children in federal programs like Head Start make startling gains. A 1982 Department of Health and Human Services report, "Lasting Effects After Preschool," shows early education programs do work. The number of low-income children assigned to special education classes and retained in grades has dropped while their math, reading and intelligence scores have risen. Perhaps most important, these remedial programs have had a lasting, positive effect on students' academic self-esteem.

We have seen disadvantaged students in Chapter I programs improve their reading skills by as much as 17 percent and their math abilities by as much as 74 percent.

We have seen hungry school children fed—nearly 4 million of them in federal breakfast programs in 1980–81.

We have seen the Bilingual Education Act and the Indian Education Act give millions of youngsters an equal chance to learn and participate in American society.

We have seen more children of migrant workers being educated. The numbers have risen from 80,000 in 1967 to over 700,000 in 1980.

We have seen the difference that Title IX has made in increasing opportunities open to girls and women. (Title IX is a federal law prohibiting sex discrimination in education.) The percentage of female students in federally funded agricultural technical trade, and industrial programs rose from 8 percent in 1972 to 28 percent in 1980. Women's enrollment in dental school has risen from 2 percent in 1972 to 17 percent now; in medical school from 11 to 26 percent; in veterinary school from 12 to 39 percent; in law school from 10 to 34 percent.

We have seen the 1975 Education for All Handicapped Children Act allow many disabled children to be educated in regular classes.

These gains are only the beginning, a sampling of what can be achieved when a nation is committed to quality and equality. Unfortunately, we are now witnessing a serious erosion of that commitment. In the last two years, the seedlings of equity have been pulled up by the roots, and excellence for all our children has suffered. Since 1981:

The Department of Education staff has been cut by 25 percent.

Overall funding for the Department has been cut by 16 percent and all 14 members of the Advisory Panel on Financing Elementary and Secondary Education have been replaced. The panel has recommended further cuts in educational funding, eliminating the Department of Education, and scrapping Chapter I.

Efforts are being made to relax requirements that schools receiving federal funds must comply with antidiscrimination statutes.

750,000 children have been dropped from Chapter I programs. Monitoring how federal dollars are spent by state and local authorities for programs such as Chapter I has become a low priority.

New funding arrangements have funneled more federal aid to rural and private schools at the expense of urban and inner-city public schools.

475,000 children no longer receive free or reduced-price breakfasts. At least 900,000 poor children were rendered ineligible for free or reduced-price school lunches.

Bilingual education, already cut by 15 percent, has faced cuts of up to 42 percent in Administration proposals.

Migrant children's and American Indian education programs have been threatened with 50 to 100 percent cuts.

Attempts have been made to eliminate the Women's Educational Equity Act Program. After these attempts failed, the director was fired and the staff cut in half.

Programs for the handicapped have been targeted each year for elimination or substantial cuts. Special education programs in 890 school districts have been cut back.

This current move to "deregulate" public education, to "cut costs," to "reduce paperwork," and to introduce "realism" into our definition of educational equity has severely damaged both equity and excellence. Our mission is to teach all the children, to help each child become a contributing member of society. This cannot be achieved with the narrowly focused programs and curricula of the past.

It can't be done because our student population—our nation's population—is radically different today. We have 40 million children in our public schools. Approximately half are female, nearly 11 million—or 26 percent—are members of minority groups, and 3 million are handicapped. In all but two of the nation's 25 largest school districts, more than half of the students are minority. By 1985, the United States will have the fifth largest population of Spanish-speaking people in the Western hemisphere. By the year 2000, California will have a majority of minority residents and so will 53 major American cities.

We are living in a global, interdependent society, and our nation is becoming more diverse each day. We can no longer afford to ignore the educational needs of children who once seemed "different," for they are now a large and growing percentage of our youth. We can no longer educate children in classrooms that bear no resemblance to the society they will live and work in. As sociologist Kenneth Clark recently wrote:

"We must develop a strategy for communicating to the majority of American whites something they are reluctant to understand and accept: that segregated, racially organized schools damage their children, make their children ineffective, make their children incapable of coping with a real world in which two-thirds of the people are not white; that America has a precious commodity in its racially diverse population which can be used as a very positive asset in education."

Many white parents have already come to this conclusion. A recent University of Chicago study found that 75 percent of all white parents surveyed said they would feel comfortable with their children in schools that were 50 percent minority. More and more people agree: Today's quality education must include the lessons of pluralism.

We can't return to McGuffey's Reader or to the curricula we used 20 years ago because they don't provide the knowledge necessary for a basic education today. The information explosion has revolutionized our definition of the "basics." For today's students to succeed in today's world, they must know how to think, analyze, compute, cope, understand, choose, negotiate, mediate, influence, convince, lead, follow, teach and learn. They must cope with social pressures their parents never faced. They must take from their public school education a much greater sophistication than we took from ours. And no one knows better than teachers that the task of providing that sophistication becomes more difficult and more necessary each day.

We cannot walk away from that challenge and pretend it doesn't exist, as some people would have us do. That would be a great disservice to our children and to our nation's future.

We must reaffirm our commitment to qualify public education for all. Our future as a democracy depends on it. Our citizens must be educated about our freedoms in order to enjoy them and perpetuate them. Today's students are tomorrow's voters, tomorrow's leaders. They are the ones who will be raising our children's children.

We must continue to strive for equity and excellence.

"We cannot have quality education if we continue to condone inequality for any," the NAACP concluded recently. And we must not, as Washington columnist Richard Cohen wrote, let the current spotlight on quality "provide a bogus justification for a return to a time when . . . that vaunted goal, excellence, was like a Jim Crow drinking fountain—reserved only for certain kinds of people."

Whatever it takes, America's teachers and school workers will work for excellence. At the same time, we will do everything in our power to ensure that equity is seen, not merely as a concern of the past, but as the unfinished agenda of the future.

Chairman HAWKINS. Thank you.

Your testimony has been excellent. We are highly appreciative of your statements.

Mr. Goodling.

Mr. GOODLING. First of all, let me congratulate all three of you. When I was an administrator, the biggest problem I had with the association was getting them to send the most respected person they had to a negotiating table. I don't know whether it was because the most respected teachers didn't want to participate or be bothered or whether the less capable talked louder and got there.

But I could not, for the longest time, convince them they could get everything under the sun if they sent people like yourselves. I congratulate all three of you for giving time to a leadership position that is very, very important.

Second, I want to particularly congratulate Donna. I can remember when your Governor, Governor Alexander, testified before our excellence in education task force, as well as, I believe, a democratic State senator. And at that time it looked like you were getting a good initiative off the ground in relationship to improving education.

But they had some problems. I don't believe they had worked it through and given those most affected enough opportunity to participate. I believe that has now been ironed out and you have a new initiative that some day may become an example that a lot of other areas may use.

I congratulate you. Would you like to say anything about your initiative?

Ms. COTNER. The Comprehensive Education Reform Act was a good faith beginning by our legislature to address educational reform in the State of Tennessee. There are 10 components to that dealing with everything from basic skills to computer skills to career ladder program.

I guess that 10th component is the one that has gained the largest recognition nationally. Our Education Association has worked with that. We held it for a year in committee and studied it.

Our Governor has stated many times publically that the program that emerged is far superior to that which was originally introduced, due to the input of the practitioners. We encourage our members to join.

We had a success rate to the point they had to go back to the legislature and reappropriate more funds for the teachers going into the career ladder program.

It is presently being implemented to career levels two and three. It is not without problems. Any new project is going to have problems. We have made the commitment we will continue to work through the problems, try to find viable solutions for them. But always our commitment is to educational excellence.

Thank you for giving me the opportunity to brag just a little about that.

Mr. GOODLING. I would like to say to Virginia, I am married to a first grade teacher. I am updated every weekend. I hear about the superintendents.

Thank you.

Chairman HAWKINS. Mrs. Boggs.

Mrs. BOGGS. Thank you, Mr. Chairman.

I want to greet and thank the participants here, several of whom I have had contact with previously. It is splendid to have actual classroom practitioners assuming leadership roles. I am sure it is very valuable to this committee to have your testimony.

I would like especially to send a big valentine to all of you who are willing to take the time to work on these matters.

I have been especially interested, Ms. Cotner, in recognizing that we are in a new revolutionary stage, that we have entered into the age of information, technology, science. I know the three of you would be delighted to hear about Mr. Hawkins and his international leadership in looking toward the future.

He was the chairman of a committee in the Interparliamentary Union meeting in Helsinki, Finland, and I was a member of his committee, where he stood very strongly to help us say that women, young girls and minorities all over the world should have the opportunity of entering into all areas of excellence in science and math.

He got that resolution passed. We were even supported by the delegates from the Soviet Union.

Thank you.

Chairman HAWKINS. Mrs. Boggs is too gracious. She was there sitting beside me, making me do these things.

Mr. Kildee.

Mr. KILDEE. Thank you, Mr. Chairman.

In President Reagan's budget, education for the handicapped is frozen. Is this because the need has been frozen—maybe all three

of you can answer this. Has the percentage of handicapped students entering Tennessee, Mississippi, Louisiana schools been diminishing?

Ms. COTNER. No, sir; it has not. The percentage of handicapped students in our school has leveled the last couple of years. But I would like to address that further.

Please remember in Tennessee we started addressing this problem on the State level before it was addressed nationally, with passage of chapter 839 which was the Tennessee law. We were the first to bring them in, to educate the handicapped child in the least restrictive environment.

That was superseded by 94-142. Our percentage has not changed. Our classroom teachers are dealing with extreme classes every day.

Now, because of cutbacks in funds, children have to be placed in regular classrooms. Just because the funds have not been there, doesn't mean we have not tried to meet their needs. But we have made sacrifices in order to do so.

Ms. BUDD. I would like to respond to that, as a special education teacher. No; the number of handicapped children have increased. As a matter of fact, we are beginning to recognize more and more learning problems as related to learning style, neurological dysfunctions and so on. In the State of Louisiana we also have tried to take care of our handicapped children.

But because funds are so short, different exceptionalities are being mixed together in the same classroom, and teachers are finding it very difficult to work on individual differences when indeed so many different types of problems are together in the same classroom.

So we have a large problem trying to work this out.

Mr. KILDEE. With medical technology, we know more young infants are being saved. Very often many of those being saved will have a handicap that has to be addressed right away in many instances. I was cosponsor of the Michigan Handicapped Education Act which again predated the U.S. Act.

In that act we put the age from birth to age 26 as a legal obligation for education. I know in Michigan because of medical technology, we have more and more children entering school in programs where they need special education.

Ms. Harden, can you comment?

Ms. HARDEN. I don't have the specific figures. I would imagine that the number of handicapped students would no doubt be increasing simply because of the other facts that impact upon children—that is the very low per capita income, the fact that we have a higher dropout rate, and all of those things acting together.

And I agree with what Donna has said, because we have as a result of a lack of Federal funding or a decrease in Federal funding, we have had to accommodate the needs of the special children by dispersing them among students in other classrooms which in fact means that the ordinary regular student then is at a loss because the other children should be in special classrooms so that their individual needs can be dealt with separately.

Mr. KILDEE. The Handicapped Education Act in Michigan was passed because of parental advocacy. It wasn't passed because superintendents came before us. It came because of parental advoca-

cy. And I think that when we freeze handicapped education funds, we are directly hurting the most vulnerable people in our society.

I think that is one of the most immoral—I use the word very carefully—one of the most immoral parts of this budget proposal. You take the most vulnerable people. You people have been great defense today. You can judge a society by how it treats its vulnerable people.

I find it unconscionable that they can send this budget up to the Hill to cut the most vulnerable people. I think we have to expose that.

Thank you. Your testimony has been great today.

Ms. COTNER. Thank you for speaking so forcefully.

Ms. BUDD. I would like to present the whole committee with the box of valentines to take back.

Chairman HAWKINS. On behalf of the committee, we express our appreciation.

Mr. Owens.

Mr. OWENS. I, too, want to congratulate the panel on an excellent presentation.

I am a native of Memphis, TN. My brother is a history teacher there still. One of the fallouts of the first Reagan cuts in higher education is number of black students that applied to college. That number was already much too small, but it has dropped dramatically in the last 4 years.

I think it is important to have more blacks in the pool of people in college coming out as teachers. I think the role models are needed in this critical profession.

Are your associations doing anything about this problem?

Ms. COTNER. Yes; we are. We do have a program in place in which we work very hard to involve our minority members, give them training to step into leadership roles.

If you look at the National Education Association, its State affiliates, you will find it has traditionally been on the forefront in providing opportunities for leadership for people in minority positions, whether it is minority by race or sex.

They have been there first and have that commitment. We have that commitment and will continue.

I think your point is well taken, on the ones entering college and whether or not they continue through college and graduate. I would like to focus it at a lower level.

If we wait until they leave high school and go into a vocational program or go to college we have done a disservice. We must begin immediately to address the needs of those students who have deficits in their learning skills, whatever they are, at the beginning age of four.

We cannot wait until they are 17 and expect to pick them up and suddenly give them competition skills they will need in society. We are going to have to have mandatory kindergartens in our State.

That presently does not exist. We are addressing it. We are going to have to provide the remediation for children they need from the very beginning. We are going to have to make certain we decrease class size to the point that a teacher can continue to work with a child and not have to simply address 28 bodies.

It is extremely difficult to work with a bruised spirit and bruised body with one child when you have 30 more competing for your attention. We cannot wait. We must shift our focus to the primary grades.

We must make certain we have teachers there who are adequately supported not only in terms of financial resources but given time to teach, aids they need. Their needs are many. And the needs particularly in the low socio-economic areas are dramatic.

We cannot wait any longer. We are wasting precious resources, losing our children, and we don't have them to lose. So thank you for continuing to speak to that.

Ms. BUDD. I wanted to just add one more thing. One of the concerns I have is that when children feel a constant failure, I am very concerned over what this does to their self-esteem and self-respect.

I would like for us, as Donna says, to address these problems early so children can have feelings of success and not failure, not wait too late. Especially with our disadvantaged children, both black and white, we need to address those problems early in their lives.

Ms. HARDEN. The Mississippi Association of Education has a commitment to providing equal opportunities as far as minorities are concerned. What I want to speak to specifically, though, would be the number of black students entering into the schools of education.

You have to realize, and I have talked to students at schools of education throughout Mississippi, and they say to me that, first of all, because of the low esteem held by the public for teachers they are not interested in moving into the schools of education and moving further into the teaching profession. So that is a big problem within the State of Mississippi.

The starting salaries are not attractive. Of the percentage of students that do make it to college, they are not interested in going into education because they are looking for a profession that has much more to offer in their vision.

Consequently, those students don't want to go into education, there is no real incentive for them in a State like Mississippi that has a starting salary of $11,400. If a student spends 4 years in college, I can very well understand why they would not want to come out and be a classroom teacher.

So that is a big problem.

Ms. BUDD. Mr. Owens, in the past we had a captive audience of women and minorities that went into education. But thanks to the new affirmative action programs, now it is wonderful and yet it is misacting on education, because when women and minorities now have a choice to go into other fields that have higher entry level salaries and more prestige, indeed, that is what they do.

Mr. OWENS. No further questions, Mr. Chairman.

Chairman HAWKINS. Mr. Hayes.

Mr. HAYES. Mr. Chairman, I just want to add a word of commendation to these ladies for their comprehensive and well-prepared statements, buttressed with an excellent presentation. All this will be carefully studied by me.

I think you have confirmed what I have already suspected, that it has already been predetermined, people in higher authority know the expendibles in our society. You have alluded to some of them—handicapped, disadvantaged, many of who are minorities.

And I think it is to your credit to bring it out. I think we have a responsibility as members of this committee to make sure that they are not expendible.

Thank you very much.

Chairman HAWKINS. The Chair would like to thank the witnesses.

Ms. Budd, I hope that you will leave with us the description of the class from which these valentines came.

Ms. BUDD. They came from many different schools throughout the State of Louisiana. I will be more than happy to furnish you those.

Chairman HAWKINS. If we have a place to send a reply. Some of them are very good. I enjoyed reading them. They show great appreciation of the programs and tell a real story.

Ms. BUDD. Yes; if you see the real people, they do tell a very complete story. I urge you to think of the child behind the valentine, if you can picture that child.

Chairman HAWKINS. Thank you very much.

The final witness this afternoon is Dr. Walter G. Harris, superintendent, Birmingham city schools.

Dr. Harris.

STATEMENT OF WALTER G. HARRIS, SUPERINTENDENT, BIRMINGHAM CITY SCHOOLS, BIRMINGHAM, ALABAMA

Mr. HARRIS. Chairman Hawkins, Mrs. Boggs, gentlemen, I am certainly pleased and honored for the opportunity to be before you. I realize you have had a long day. Those comments I have are certainly not any different from many that you have heard.

So at the risk of not being redundant, but to have this opportunity is such a rare one, I certainly would risk that redundancy to make a few comments.

Traditionally Americans, as you know, have been very responsive in times of crisis. It is a crisis oriented country. We respond whenever there is a need to respond.

We set priorities, we set goals, and those goals and priorities—our country has always been able to achieve those.

Second, I guess in the sixties we realized—we had a feeling that resources in our country were somewhat unlimited. In the early seventies I guess it was very dramatically brought to our attention that we in this country indeed had limited resources.

In the field of education, I noticed that education has gone from what in one administration—what was a political liability to a political asset. Whoever is responsible for it and whoever takes credit, it is great. The important thing, because of efforts of him, education now is on the front burner. I have been very fortunate in that I worked formerly in the State of Florida where much reform had taken place prior to the national movement. The district in which I worked, when Secretary Bell was first appointed—and his desire was to seek out something that is positive in the country, to put

before the country in education, to indicate that all of the bad that we hear is not necessarily true, that there are some good things happening in education. And you know the story that has unfolded since then.

I was fortunate enough to have had the opportunity to be invited to share with Secretary Bell some things that we were doing. He asked the Danforth Foundation, a prestigious private foundation, to identify a couple of school districts that were doing some positive things so that he could do that.

The Danforth Foundation identified one school district, and that happened to be the school district in which I worked. We went up and presented our story to Secretary Bell.

I had never had an opportunity to see a President in person until through, of all things, as a high school principal I was one of the first principals to have had his school recognized in the secondary excellence program.

So through education and contributions to education I had an opportunity to see a President. Fortunately, last year the superintendent of Birmingham schools, we had a school recognized. So I think it is important that we keep those things in perspective.

I realize, and I do not envy you, what a great challenge that you have in trying to sort out where we are going to parcel out these limited resources with all the demands we currently have in our society. I would just share with you that which has been shared with you before, that America's future is not in her great buildings, in her fertile fields, but it is in the development of our youth, our leaders of tomorrow. Historically we know that any nation who has not invested in its human capital wisely, you know what has happened to those countries.

So it is important that as we sort this out, I just want to briefly identify some priorities and share with you the importance of having Federal participation in education.

I have prepared some brief statements.

As a result of the Commission on Excellence and the publication of "A Nation at Risk", public education has been returned to prominence on the national agenda. As Americans examine the economic conditions of the masses and how those conditions affect the economic health of the Nation, it has become clear that a fully employed and internally peaceful nation depends largely on good public education. The Nation realized that to have millions of economically dependent and poorly education citizens is a costly and unaffordable luxury.

During the sixties and seventies, an escalating preoccupation with narrowly defined basics coupled with desegregation drove thousands of children away from public schools. Urban children, regardless of economic status or ethnic background, are underexposed to the broad curriculum objectives and methodology essential to the development of reasoning and information skills necessary for success in a complex society.

The national excellence movement, which emphasizes an expanded concept of basic skills, has broadened the mission of public education to make schools more responsive to needs of all Americans. Following what is now the national trend, the State of Alabama

has developed a plan for excellence which stresses the newly defined basics.

The 128 public systems in Alabama have developed local plans for excellence. Local business people have participated in the development of these plans. In addition, the Alabama Legislature and local governments have begun to demonstrate a commitment to excellence by increasing revenues for support of public school initiatives to improve education.

Educational improvement as evidenced by an increase in achievement tests scores has occurred since the Birmingham Board of Education in 1978 set its No. 1 priority as improvement of the basic skills. With an 80 percent black and 70 percent economically disadvantaged enrollment, the majority of the children in Birmingham city schools now score at or above the national average on the California achievement test in the areas of reading and mathematics. Federal funds were used to supplement efforts to provide quality instruction for underachieving students and to develop strategies and materials that helped to produce these educational gains.

Federal funds were also used to supplement the magnet school program which was designed to improve desegregation of the system. Largely because of the success of this program, the Birmingham school system was one of the first, if not the first major urban school system to be completely released from a desegregation court order by being declared a unitary school system. Thus, it is clear that Federal funds have been wisely invested and produced positive results in the Birmingham city schools.

It is now readily apparent that because of increasing technology and global competition, it is imperative that public schools equip students with the necessary skills required to function productively and enjoy a high quality of life in our changing society. In order to accomplish this requires curriculum reform which emphasizes mastery of the expanded list of new basics which now includes science, computer literacy, social science, and language arts as well as reading and mathematics.

From the earliest educational writings, time has been considered as a factor in learning. Studies reporting positive relationships between time and achievement were conducted as early as 1828 according to Mann's (1928) survey of educational studies.

Nearly all research found increases in student performance when time for learning was extended. In fact, achievement gains nearly always exceeded increases in quantity of time.

Recently, especially in block grant programs such as chapter II, school districts have been allowed flexibility and creativity in Federal program design and implementation. This developmental approach to expenditure of Federal funds should be extended to other Federal programs where current regulations severely restrict local program design options.

For example, current chapter I regulations limit compensatory instruction to areas of reading and mathematics. Disadvantaged students could be better served if local school districts were allowed freedom to extend chapter I programs to include service in the other instructional areas identified as part of the new basics required to prepared students for the more highly complex and technological society.

Chairman HAWKINS. Dr. Harris, you indicate that currently chapter I regulations limit compensatory instruction to areas of reading and math. That is to the best of my knowledge not in any Federal regulation.

Are you sure it is not a State requirement rather than Federal regulation that you refer to?

Mr. HARRIS. I certainly would have to research that. I was under the impression it was also Federal. I know it is State imposed.

Chairman HAWKINS. It may be State imposed. But I know of no Federal regulation. I would suggest you check it out.

Mr. HARRIS. I will be glad to.

In trying to negotiate with the State, they indicated they were receptive in trying to respond to that.

Also, based on the child benefit theory, private schools receive Federal funds to supplement their programs. At issue is the fact that it is most difficult to clearly demonstrate that the child, rather than the private institution, is the primary beneficiary of these funds. In addition, the requirement that the public school district administer and monitor these private school Federal programs can become costly and difficult.

Long range benefits from Federal funding are severely limited by present allocation schedules. Leadtime in allocations would enable school districts to plan and implement more efficient and effective programs. Program quality, especially in the areas of personnel, methods, and materials, would be greatly enhanced by an extended planning and implementation schedule.

Because of improvements in academic programs and expanded services, citizens in Birmingham have a renewed respect for the mission of the public schools. Instead of unrest and dissent, we have increased commitment from parents of all walks of life to keep their children in the public schools.

Local businesses are investing their time and resources in public school improvement efforts. Business and school partnerships are growing steadily because of the progress that has been made in recent years. Federal funds have been used to supplement programs which have contributed to increased academic achievement.

What is needed now is an expansion of successful programs and services to include the newly defined basics. School systems must be afforded greater flexibility and involvement in the design and implementation of Federal programs. It will take a substantial investment to implement and underwrite programs for the newly defined basics.

Without continuation of Federal funding, at least at the present level, for school improvement efforts, much of the progress made in recent years will be endangered and the gap between the disadvantaged and their more advantaged counterparts will be increased.

Further, a reduction in Federal funds for education would represent a disparity between the mission of schools, which is excellence for all students, and the funds needed to accomplish this mission.

Chairman HAWKINS. Thank you, Dr. Harris, for a very thoughtful, well prepared statement.

Mr. Goodling.

Mr. GOODLING. First of all, let me say I have a feeling if we had more Dr. Harrises handling our Federal funds, we might even get more for our buck.

I would like to read for the benefit of the committee one statement that you have in your prepared text:

> Recently, especially in block grant programs such as chapter II, school districts have been allowed flexibility and creativity in Federal program design and implementation.
>
> This developmental approach to expenditure of Federal funds should be extended to other Federal programs where current regulations severely restrict local program design and operation.

I just read that because sometimes we in the Congress get the impression if we are sending the money we have to tell you exactly how it is to be spent. Having spent some of that money, I know it always has not been spent to the best use that could be made of it.

You are the first person that I have heard testify from a large school system that has appreciated chapter II. Most of our testimony is from the smaller school systems who seem to think it is the greatest thing that happened since ice cream or motherhood.

Most of the larger school systems have been very much opposed. Do you want to expand on why you appreciate the chapter II?

Mr. HARRIS. Obviously in those areas where you don't have large numbers of disadvantaged youngsters, chapter II funds provide those districts another option to gain Federal funds. I realize with so much of the pie to divide up, certainly our largest funding expenditure is in the area of chapter I.

We are certainly very appreciative of that. But the flexibility that is allowed—and I realize when you have 16,000 school districts, more than 16,000, it is very difficult to not have some structure and make sure you can be accountable.

We respect that. But it certainly is an indication that with some flexibility, within certain parameters, you still can monitor, and it allows creativity at the local level and encourages it and it certainly can be productive.

Mr. GOODLING. Thank you, Mr. Chairman.

Chairman HAWKINS. Mrs. Boggs.

Mrs. BOGGS. Thank you so much, Mr. Chairman.

Thank you, Dr. Harris.

A week or so ago the National Association of School Social Workers met in New Orleans. They had been engaged in a very serious study and had taken the little blue book of "A Nation at Risk" and approved of many of its recommendations—excellence in education, equity in education.

But they wrote their own little red book that they thought would attack, in a humane way, the social problems that should accompany the recommendations of the blue book. I think that your testimony has brought the two together. You stand for innovative, creative mechanisms for bringing together educational answers, opportunities afforded to the students and teachers. You also recognize the social problems that need to be addressed in creative ways in which to be able to solve them. I am very grateful to you.

Chairman HAWKINS. Mr. Kildee.

Mr. KILDEE. Thank you, Mr. Chairman.

Dr. Harris, I appreciate all your testimony, particularly page 2 where you mention that we are in an area of increasing technology and in global competition. That really describes my city of Flint, MI.

We used to produce a lot of cars there. We are certainly in an area of increasing technology and global competition. Because of that competition we have to compete technologically with Japan for the most part. So we are in the process now of really retraining our workers through vocational education, with a great deal of emphasis upon math.

That is why I find it difficult to understand the cuts in vocational education at the very time that our Nation is really in that struggle of global competition. Because we have to make that transition.

We will only make that transition if we are able to educate our present workers. General Motors now has not hired any new people, unskilled people, in Flint for 7 years, which means that anyone under 25 years of age in my city really don't have what was called a good job—a GM job.

So they are trying to retrain their present workers and they are hiring some skilled people. But the unskilled and the untrained, there are no jobs for them. It is very important that we have vocational education so we can compete in that very severe competition.

I very much appreciate your testimony.

Mr. HARRIS. May I just respond to that. I wish that I had your statement to carry back to my school district. I am now engaged in trying to encourage our board to participate in that. I think again as we talk about the handicapped, we talk about the gifted, we look at all the diverse population we are responsible for, but I certainly feel that that is an area that we need to develop more fully, particularly in a city like Birmingham, where the steel industry has been changed.

Every student we realize is not college material, is not interested in college. But if we prepare a student in that direction and then we cut him off abruptly at 12th grade, and all he has is a 12th grade education, certainly he is not going to be able to provide the productivity we would like.

So we have to provide other options for the students that would like to choose that as an option. I think that is an area we certainly need to improve upon.

I certainly appreciate your comments.

Chairman HAWKINS. Mr. Owens.

Mr. OWENS. I have no questions, Mr. Chairman.

Chairman HAWKINS. Mr. Hayes.

Mr. HAYES. No questions. Good testimony. I will study it.

Chairman HAWKINS. Dr. Harris, I commend you on your presentation. Mr. Kildee thought you were excellent, on the Democratic side, and Mr. Goodling had concluded you must be a Republican because he was pleased with your testimony.

If you can please those two, you must have done an excellent job. Certainly it was an excellent presentation. We appreciate it.

Mr. HARRIS. Thank you.

Chairman HAWKINS. May I, before closing the hearing today, say this is the beginning of a series of hearings that we will have. We were not so sure where this hearing would have been held. We decided that perhaps from a physical point the city of New Orleans would be a convenient place to hold it.

My recollection is that we have heard from at least nine States today, representatives of nine States. So it is indeed a regional hearing. But I think more than that, Mrs. Boggs, we are quite delighted have been in your district. I think that the connection between your membership on the Appropriations Committee and the members of this committee is a very close connection.

We are delighted that not only have you been so gracious in providing a lot of courtesies to the committee today, but also that you participated in the hearing and stayed all day—we did not expect you to do so. But we are very pleased to have been with you, and because of your great contribution to the field of education, this is the logical place for us to start.

This concludes the hearing.

[Whereupon, at 3:15 p.m., the committee adjourned subject to the call of the Chair.]

[Material submitted for inclusion in the record follows:]

PREPARED STATEMENT OF JOHN L. SEURYNCK, DIRECTOR OF FEDERAL PROGRAMS, PRESENTED ON BEHALF OF DR. CHARLIE G. WILLIAMS, SUPERINTENDENT OF EDUCATION, STATE OF SOUTH CAROLINA

Chairman Hawkins, distinguished members of the subcommittee, I am John L. Seurynck, Director of Federal Programs in the South Carolina Department of Education. I am honored to testify before this subcommittee and only regret that Dr. Charlie G. Williams, State Superintendent of Education, for whom I speak, could not have appeared here in person as he desired to do.

Before describing our concern about the President's proposed 1986 education budget and the effects of funding levels over the past five years, we are taking this opportunity to express our appreciation to this subcommittee for its past and continued support of federally funded education programs. We are pleased to inform you that, based upon program-by-program analysis of these federally funded efforts, your support of these programs has not been wasted in South Carolina. Federal funds have been effectively utilized and continue to have a positive impact. Our biggest federal aid program is Chapter 1, which strengthens educational opportunities for disadvantaged children. During this past year, we were able to serve 69,090 public and private school students. Our evaluation data reflect positive NCE gains for reading and mathematics programs for the six-year period from 1977 to 1982. Not only are we able to demonstrate gain, but the average amount of gain per year has tended to increase. In reading, we have gone from a gain of 1.9 NCEs to 3.8 and in mathematics from 1.3 to 3.0. The 1983 and 1984 gains were even larger, but they will not have been officially reported to the State Board of Education until its April 1985 meeting. This may be interpreted to indicate that the effectiveness of Chapter 1 programs in South Carolina has tended to improve from year to year.

The state's Chapter 2 program has also been effective. This program has been positively received by school districts and our agency primarily because of the flexibility of its provisions. Two hundred and two (202) programs were funded in 14 of the 29 program purpose areas in FY 1984 and a total of 754,927 administrators, teachers, and students participated. School districts reported that their formal evaluations showed that almost 99% of their programs were effective.

South Carolina's federally supported vocational education training is provided through a dynamic network of 55 area vocational centers and 221 high schools located throughout the state. During FY 1984, secondary school vocational programs served 125,249 students, representing approximately 68% of the state's 9–12 public school enrollment. Additionally, 22,642 disadvantaged and 6,909 handicapped students, along with 19,824 adults, were served. During FY 1983 14,933 students completed secondary vocational occupation programs. The number of students completing these programs represented 40% of the high school graduates in the state. Pro-

gram effectiveness is supported by results of a teacher-based survey that showed that 88.6% or 12,138 of these students had been positively placed. Of those students placed, 46.7% were employed. Thanks to vocational education, these students are now productive taxpaying citizens.

Another federally funded activity producing positive results is our program for handicapped children. The number of children receiving special education and related services in public schools has increased from 33,454 during FY 1972 to 86,482 in FY 1984. Further, there has been an increase of 2,214 teachers. Also, qualitative aspects of our programs have improved significantly. Examples of this improvement would include the following:

1. Individualized planning is taking place for each child;
2. A wide variety of related services is now being provided;
3. There has been a significant increase in the number of qualified teachers and support personnel; and
4. There has been a significant increase in the amount of parental involvement.

All of these improvements and accomplishments are, in our opinion, the result of federal interest and funding for handicapped education.

Although less dramatic in terms of their accomplishments, the state's federally funded adult education and impact aid programs were also effectively implemented.

All in all, I think the committee would agree with our contention that federal funds in South Carolina have been effectively used and have had a positive impact on improving educational opportunity for students.

With respect to our concern about the effects of the past five years of federal education funding and our understanding of the President's projected budget for 1986, we offer the following observations. Several of our programs experienced funding reductions from FY 1981 to FY 1982. Specifically, Chapter 1 was reduced by $2,229,306; in transition from categorical to the Chapter 2 block grant funding, we lost $1,374,528; vocational education (CETA) lost $914,901; handicapped education lost $805,680; impact aid was cut by $3,576,566; school lunch lost $2,221,146, and our adult education program was level funded. All in all, our federal funds in that one year were reduced by 9% or $14,613,496.

From FY 1983 through FY 1985 federal programs in South Carolina experienced some modest increases; however, when one compares these increases to the losses experienced in FY 1982 along with inflation and recurring escalating program costs, the comparison translates to diminished federal funding. The results of this diminished funding has meant simply that, for the most part, fewer children have been served. In some instances it translated to a lesser quality of services as reflected by increased teacher/pupil ratios, or elimination of supervision and teacher aides, all of which have been proven by research to have a positive affect on program success.

The President's FY 1986 budget request would once again impact negatively on South Carolina's federally supported elementary and secondary education programs. Fortunately, his proposed budget must ultimately face Congressional scrutiny.

Because the proposed budget has scheduled cuts, our school lunch and impact aid programs would be hardest hit. Other major programs, as we understand it, would be frozen at the FY 1985 funding level. This freeze, of course, would mean a funding loss since inflation and recurring cost, as explained earlier, would erode our buying power.

The administration's proposed budget cuts include the elimination of Section 4 funds and commodity foods for students who are above the poverty level. Such cuts would effectively eliminate the forty year success story of the National School Lunch Program, a program designed specifically to protect the health and well-being of this country's children.

During 1983–84, South Carolina received $9,319,034 in Section 4 funds. The value of USDA donated foods, just for paying students, was an additional $6,215,000 in entitlement and bonus foods. A $15,534,000 cut (money and commodities) in the child nutrition program would devastate the school food service program in South Carolina.

After the 1981 child nutrition budget cuts, our school districts implemented as many economy measures as possible without jeopardizing the nutritional quality of the meals and still lost over 37,000 students (6.5 million meals annually). These students were not able to pay the 15¢ or 20¢ increase that school districts had to charge for lunches.

If South Carolina schools are forced to increase lunch prices again, by 25¢ or more as a result of the proposed cuts, 60,000 additional students could be expected to drop out of the program. With meals priced at $1.10 or more, some schools would not be able to maintain enough participation to operate the program even for low-income students. In many schools, the result would be eliminating the program. If only 25

percent of the schools (a conservative estimate) dropped the national program, an additional 110,000 students of all income brackets would not receive the program's benefits.

The recently completed USDA study shows that students from all income levels who eat school lunches have higher intakes of nutrients than students who do not take part in school nutrition programs. It is difficult, therefore, to understand why this program should be targeted for cuts which eliminate these positive nutritional benefits.

The sad truth is that there are not other alternatives—not belt tightening nor additional revenue sources—that could offset these proposed cuts without eliminating nutritional benefits to students. We need your assistance to maintain the Section 4 funding and commodity support in the child nutrition programs.

Districts receiving impact aid serve children whose parents or guardians live or work on federal installations. This aid has served as a kind of reimbursement for those districts since the federal property is exempt from local property taxes that support public schools. Under the President's budget proposal, impact aid for South Carolina would be cut by more than 30 percent. The Reagan Administration is asking for the elimination of B payments, which in South Carolina are estimated at $1,465,362.

Thirteen districts that have been receiving smaller amounts of impact aid would be eliminated from the program entirely under the Administration's proposal. This cut would result in a loss of educational benefit to students because neither state or local funds are available to offset the loss.

In summarizing our position with respect to the President's proposed FY 1986 budget, we realize the need for reduced federal budget deficits, for a strong defense, and for some reduction in federal spending. We also believe that a well educated citizenry is a prerequisite to strong national defense, to productivity, and to economic growth. We in education are willing to do our fair share toward achieving balanced budgets and improving the economy. We would remind this committee, however, that with the cuts we received in FY 1982 and the meager increases thereafter, we feel that education and other social domestic programs have already contributed more than a fair share when compared to most other federally funded efforts.

Realizing the difficulty of the task that faces our nation in respect to deficits, we would be willing to accept some reduction or freezes but only if such reductions and freezes are envoked across the board to all federally funded programs without exception. In the event that an across the board reduction of funds cannot be accomplished, we would simply ask that the funding of educational programs be viewed preferentially in light of the relative importance of public education to the overall well-being of the nation.

In addition to the concerns we have expressed about the President's proposed budget, there are two other program issues about which we wish to inform the committee. The first deals with the level of state administrative funds made available for our Chapter I program. As already reported, Chapter I has made a positive difference in the educational achievement of disadvantaged children in South Carolina. We believe this difference is in part attributable to a strong stand that we have taken at the state level to ensure that the funds are expended in accordance with Congressional intent. We also believe that our strong emphasis on program evaluation has been a positive influence. Through the use of Chapter I administrative funds, we have developed a very stringent project approval and monitoring system and a systematic technical support system for Chapter I evaluation. Our administrative funds, however, have now decreased from a high of $856,633 in FY 1980, when we received 1½% of the state allocation, to our present level of $459,690, which now is less than 1% of the allocation. Commensurately, our Chapter I staff has decreased from a high of 28 to our present level of 13. With this amount of cut back, our ability to ensure compliance and quality programming has been seriously impaired. Without an immediate increase of Chapter I state administrative funds, program quality in our state will erode. We understand other states are experiencing similar problems and would hope that your committee would give consideration to restoring administrative funds to the FY 1980 level, which was 1½% of state allocations.

The second program issue we feel needs your attention is our concern about the attempt made last year by Representative Obey of Wisconsin to change the state set-aside in Chapter 2 from 20% to 10%. We are strongly opposed to any change in the present 20% set-aside for state department of education use. It is our understanding that Representative Obey's recommendation was based upon the perception that states were either "misusing state level funds" or "using them extensively for internal management." We believe that Representative Obey's perceptions were erroneous. We contend that state set-aside funds are providing invaluable service to

school districts. In South Carolina only 3% of our set-aside funds are being used to supplement internal management. The remaining 97% of the funds are used to support direct services to school districts. These support type services include: providing consultant specialists, developing publications and curriculum guides, conducting professional education training for teachers and administrators, and implementing comprehensive school surveys. These services are supplemental to basic state services and have been extremely well received by the state's 92 school districts. We see no need for changing the 20% set-aside provision and would hope the committee would support our view in the event that additional attempts are made to change it.

In conclusion, let me again express my appreciation for the opportunity to present South Carolina's position with regard to federal funding of educational programs.

PREPARED STATEMENT OF J.C. PIAZZA, CUSTODIAN OF SCHOOL FUNDS, MONTGOMERY PUBLIC SCHOOLS, MONTGOMERY, AL

Mr. Chairman: Thank you for the opportunity to submit testimony to your committee. I am grateful for this opportunity to express the views of the administrators of the Montgomery Public School System, Montgomery, Alabama.

It is our opinion that the Federal government has a clear and direct obligation to assist financially in the educational process for all federally connected students in this school system. Federally connected students are those designated as either "A" or "B" under Public Law 81-874. This law has been on the books since 1953. Since that time, several Presidental Commissioners have been appointed to examine the Impact Aid Program. Without exception, each has reported the need for and the effectiveness of the Impact Aid Program and recommended its continuation.

The present administration has shown great hesitancy in meeting federal obligations that are a direct result of federal facilities in Montgomery County. These obligations result from local property being taken off the tax rolls, the Soldier & Sailor Relief Act allowing military personnel to select a state of residence, and the location of various businesses on federal property exemption sales from appropriate taxes. These businesses provide effectively the required basics and often added luxuries of everyday living. For example, one military base here provides for the purchase of food, clothing, sporting goods, various forms of entertainment, alcoholic beverages, etc.

Congress has always assumed the responsibility of meeting the federal obligations of assisting in educating students who are federally connected. The greater majority of Montgomery Public Schools' federally connected students are associated with Maxwell Air Force Base, Gunter Air Force Station, and various public housing sites. We are indeed pleased to have the military community, the public housing facilities, and the students from these areas in this system. While we do not consider educating a federally connected child an unpleasant burden, we must face facts and admit that this does require a great expenditure of money. According to our last survey, Montgomery County schools have 7,653 federally connected students. Of these, 3,372 students live in low-rent housing facilities; 488 are students living on Maxwell and Gunter bases; 2,481 are students of military personnel; and 1,312 are students of civilian personnel employed on federal property. Students from low-rent housing are good children, but they are economically and educationally deprived, and require expensive services not needed by the average student. Public Law 874 has, in the past, been the federal government's way of paying its share of local support to educate all federally connected children. In 1980-81, this school system receipted $1,451,000; in 1983-84, $916,000. During a time when we are all striving for the excellence in education recommended by federally funded studies, it appears contrary to sound reasoning that federal funding to meet federal obligations is being cut so drastically. If you were to examine Reagan administration cuts in the last several years, you would find that the cuts to the Impact Aid Program have been proportionately more than those for any other educational program. This action needs to be reversed so that federal obligations are met.

The students of military personnel deserve a quality school system, one that will provide a good education for these students. We constantly receive letters of inquiry from federally connected parents who are moving to the Montgomery area. Our public schools are accredited by the Southern Association of Colleges and Schools, and the State Department of Education—accrediting agencies for our region and state respectively. This is provided in the Montgomery Public School System with an average per pupil cost of $1,980.00. One can see that we put our limited dollars to good use from the scores of our students on the California Achievement Test. A summary of Montgomery Public School System's mean scores from the California

Achievement Test administered in the spring of 1984 shows our students, on every grade level tested and in every subject area tested, to be on or above national norms. The accreditation of Montgomery Public School System cannot be maintained with the decrease in revenues which we are now experiencing.

It is anticipated that Impact Aid funds will again be cut for the upcoming fiscal year. The Montgomery Public School System cannot absorb continued funding losses and at the same time provide the quality programs now offered to all our students—both regular and federally connected. We will continue to do the best possible job for all students with funds available. We do, however, appeal to you to continue to provide that leadership exhibited so many times in the past to see that education and the Impact Aid Program remain an adequately funded portion of the federal budget.

PREPARED STATEMENT OF NATIONAL COALITION FOR SEX EQUITY IN EDUCATION

Date: March 1, 1985.

To: Representative Augustus Hawkins, Chair Joint Committee on Education and Labor.

From: Melissa Keyes, Chair National Coalition for Sex Equity in Education.

The National Coalition for Sex Equity in Education (NCSEE) appreciates this opportunity to testify on behalf of quality education for all students. NCSEE members work nationwide to promote excellence in education by working for sex equity in local school districts, state education agencies, colleges and universities, regional education agencies and through developmental and research projects.

Many members of the National Coalition for Sex Equity in Education are responsible for providing technical assistance to local school districts concerned about meeting the letter and spirit of Title IX of the federal Education Amendments of 1972, which guarantees equal educational opportunity regardless of gender. We provide strategies and techniques that seek to balance the requirements of the law with sound educational practice. Our members are initiators of programs which enhance school effectiveness and provide resources for teachers. We also assist school administrators, teachers and community members in interpretation of Title IX's guidelines.

Since the *Grove City* v. *Bell* decision, we have found that many school board members and educators are all too willing to revert to past discriminatory practice or abandon their commitment to excellence through equity. In many high schools, for example, attempts at equalization of physical education and athletic programs for girls and boys are being rebuffed. In contrast to previous interpretations, a judge in South Carolina recently decided that separate physical education classes were allowable, based on the Grove City decision. If clarification from Congress is not swift in coming to assure the original intent of Title IX and other civil rights legislation, we fear that equitable education for both girls and boys, minorities, language minorities and the handicapped will face wholesale attack.

We recognize the responsibilities of states to implement their own sex equity laws, yet many states have not required equal opportunity in their schools. In other states, such as Wisconsin, some sex equity laws are referenced to Title IX. The Grove City decision may thus call those statutes into question.

Since nearly all of our members are educators, we have been interested in the reports on education which have been published over the last two years. We are dismayed to note that rarely, if ever, have the reports mentioned the disparity in access, treatment and achievement between girls and boys in American schools. We are aware that research has documented the differing scholastic achievement of girls and boys as well as the differing treatment, however unintentional, that teachers give to boys and girls.

A recent study, commissioned by the National Coalition of Advocates for Students, states that "many schools have failed to educate those who are excluded from the mainstream of American life." The report details major findings in several areas, including school desegregation and sex discrimination, alleging that "our schools have written off this population of young women." The board also argues that there are political and economic benefits to be gained by halting discrimination against children on the basis of their race, sex, origin or handicap.

As states move to initiate new programs for education in response to the education reports publicized by the popular news media, they are not taking into account gender and race disparity. A fear expressed by many educators is that the inequities that exist today will be perpetuated in the new programs if attention is not given to these issues. Research has only begun to make the connections between education

(in particular curriculum, teacher-student interaction and the learning environment) and the financial and social cost to the nation.

The National Coalition for Sex Equity in Education urges the committee to consider these and other equity issues in its efforts to improve education for all students.

PREPARED STATEMENT OF FRANK EARNEST, JR., SUPERINTENDENT, DALLAS COUNTY BOARD OF EDUCATION, SELMA, AL

NATIONAL SCHOOL LUNCH AND BREAKFAST PROGRAMS

The proposals currently being considered by the Administration for cuts in the Child Nutrition Program areas primarily involve reduction or elimination of funding for Section 4 reimbursement and freezing other program benefits at their current levels. Section 4 funds are those currently received for meals served to all children, including frees, reduced, and paid meals.

The elimination of Section 4 funds would greatly impact on the children and families of Alabama. Based on 1984 data, approximately 89 million lunches were served representing $10.2 million dollars in Section 4 funding, as well as, a comparable value in commodities which would be potentially lost to Alabama schools, if these funds are eliminated. The loss would most directly impact on the middle income families and their children who currently participate in the school lunch and breakfast programs on a paid basis. Of total meals served in Alabama, 40% (35.7 million) were received by paying students. A major implication of this cut would be that the paying students would be required to absorb this loss by additional increases in their meal costs; this being the only source of additional revenue for the program.

It is anticipated that the loss of Section 4 funding would have the following effects on our programs in Dallas County:

"Dallas County having approximately 76% free and reduced price meals would feel a minimum of impact by a reduction of Section 4 funds. However, the Section 4 reimbursement received from USDA would have to be absorbed by the full and reduced paying students—putting a strain on border line family budgets forcing them out of the program. Additional paper work would be required for any of these pupils who choose to participate in the program, thus placing an additional load on the Child Nutrition Staff of Dallas County."

At this point, it is conceivable that the Child Nutrition Programs would be drastically changed as we know them, from a major emphasis on good nutrition and well balanced diets for all of our children to just another welfare program available assisting primarily lower income families and children. Currently, our major emphasis in Dallas County administered programs is to encourage nutritionally adequate diets for all children in the System. A major part of this emphasis includes insuring that all participating children receive the recommended nutritional intake equivalent to ⅓ to ½ of the required daily minimums as established by the USDA.

All families are subject to the effects of poor nutrition, menus, and eating habits. The number of low income children suffering may surpass those of higher income families, however, it has been proven that income level alone is not assurance that children receive well balanced meals. Unfortunately, too many children of upper income families suffer the same effects of poor nutrition as those of low income. This is a problem of national proportion and has a direct effect on the students academic, as well as, social development potential in school.

It is important to remember that one strong justification for supporting passage of the National School Lunch Act in 1946 was to ensure that future inductees into the military services would not be classified as 4-F because of poor nutrition during their formulative years.

If Section 4 funds are eliminated, the program may serve as an advocate for good nutrition only for children of low income families, disregarding all other children. In Dallas County, we feel this would be excluding that part of our population currently benefiting from the Section 4 programs, as well as, doing an injustice to the excellent program standards currently established which benefit the entire school population of the System. Understanding proper nutrition is an asset that can go with our children through life if given proper emphasis during their formative years. Section 4 funding is a vital component that insures the development of the proper respect and concern within our children for good nutrition and if eliminated, our children pay the price.

SUMMER FOOD SERVICE PROGRAM

The elimination of those children who are paying children would create a tremendous paperwork problem in that every child who ate under the SFSP would have to qualify with a free and reduced price application and roll would have to be taken daily. Because of the management problems and the increased paperwork, most of the sponsors of the SFSP would choose not to participate thus eliminating a very large portion of our program.

USDA DONATED FOODS

USDA Donated foods are provided to a large and diverse group of recipients throughout the State of Alabama. Currently, more than 600 different recipient agencies receive donated food to supplement their meal programs. All programs served other than the 127 public school systems and 42 private schools receive food based on their needy population. A reduction in quantities of donated food provided or a freeze on current amounts when caseloads are increasing would greatly impact on these feeding programs. Many of these programs rely on donated foods to the extent that large reductions would force them to cease operation.

About 76% of donated food provided to schools in the Dallas County System goes to children receiving free or reduced price meals. The other 24% is provided to the paying child. If the donated food provided to the paying child is eliminated, meal costs will rise to the extent that a large majority of these children will drop out of the Child Nutrition Program.

Less donated food being provided to the states as a result of eliminating the paying child would cause distribution problems. All distribution systems have a minimum quantity that can be handled and continued to operate efficiently. Quantities of food would be reduced in some sections of the State to the extent that no company would be willing to be a distributor—or the price would be exorbitant. The reduced volume in the remainder of the State would drive up costs on a per case basis to the extent that many staple type foods would be uneconomical to accept. Due to transportation restrictions as regarding minimum quantities per drop-off, volume of some types of food would not be large enough to allow states to provide equitable distributions.

Most of the donated food provided to the states is price support or surplus removal. To reduce the quantities of donated food provided to schools and other recipient agencies would have a very negative impact on the already struggling American farmer.

ECIA CHAPTER I

The history of ECIA Chapter I allocations to Dallas County for the years 1979–80 through 1984–85 are reflected as follows: 1979–80, $1,238,158; 1980–81, $1,219,730; 1981–82, $1,080,977; 1982–83, $1,062,687; 1983–84, $1,020,978; 1984–85, $1,027,977. These allocations reflect that the general trend in ECIA funding has been one of decline. Cuts in ECIA Chapter I funding results in cuts in services to pupils. The effect of these funding costs is also increased by the fact that inflation, over this period of years, has decreased the purchasing power of the dollars made available. At the present time, a funding cut of two and one half percent means that we must cut a teacher unit from our ECIA instructional services and thus eliminate services to approximately seventy-five pupils who need these services. The preceding analysis does not take into consideration inflation which also reduces the amount of services that can be provided. For example: the present teacher salary increase being considered by the Alabama Legislature would result in a loss of five teachers if ECIA Chapter I funding remains at the same level.

Since the beginning of ECEA Title I there have always been children in Dallas County who needed services which could not be provided with the available funds. This results from the fact that the Dallas County School System is located in a rural area which has 76.75 percent of its pupils classified at the poverty level. There have never been any easy reductions in the Dallas County School System—only those that resulted in loss of needed services to Dallas County children. Recent budget cuts have resulted in loss of essential services in critical areas of reading, language arts and mathematics. We have made every effort to continue these essential services for as many children as possible through choosing to cut Chapter I class time and increase the number of pupils placed in Chapter I classes. Even with these efforts, we have been forced to eliminate essential services for some pupils.

We have twenty years experience with federally funded supplementary services for educationally deprived children. On the whole they have been successful years.

The achievement gap between children in low-income areas and their middle-class peers has been narrowed. Our track record shows that we have made significant progress in helping these children to improve essential skills. The attached tables show the progress made by ECIA Chapter I participants during the FY-84 school year. We are grateful to the nation for the support this program signifies.

The formula which allocates ECIA, Chapter I Funds has two major factors each of which operates to the disadvantage of Alabama School Systems:

(1) Alabama has the third poverty rate in the nation among school age children but our State is basically rural and the population is small. The formula which distributes ECIA, Chapter I Funds considers only the number of low-income children.

(2) The formula used by ECIA, Chapter I distributes federal funds in proportion to the state per pupil expenditure. Alabama is a poor state; consequently, the formula gives us less per eligible pupil than it gives to the richer states.

Congress will hear much this year about the plight of the innercity child. I must remind you that most of these inner-city children live in relatively prosperous states where they are a relatively small portion of the total school-age population. I speak for another group, with smaller numbers but equal need for special services—the culturally deprived, physically isolated, low income children who live in states that cannot afford compensatory educational services. These children have been hurt by the redistribution of ECIA, Chapter I funds will be hurt again by any reduction in federal aid to remedical education in the elementary and secondary schools.

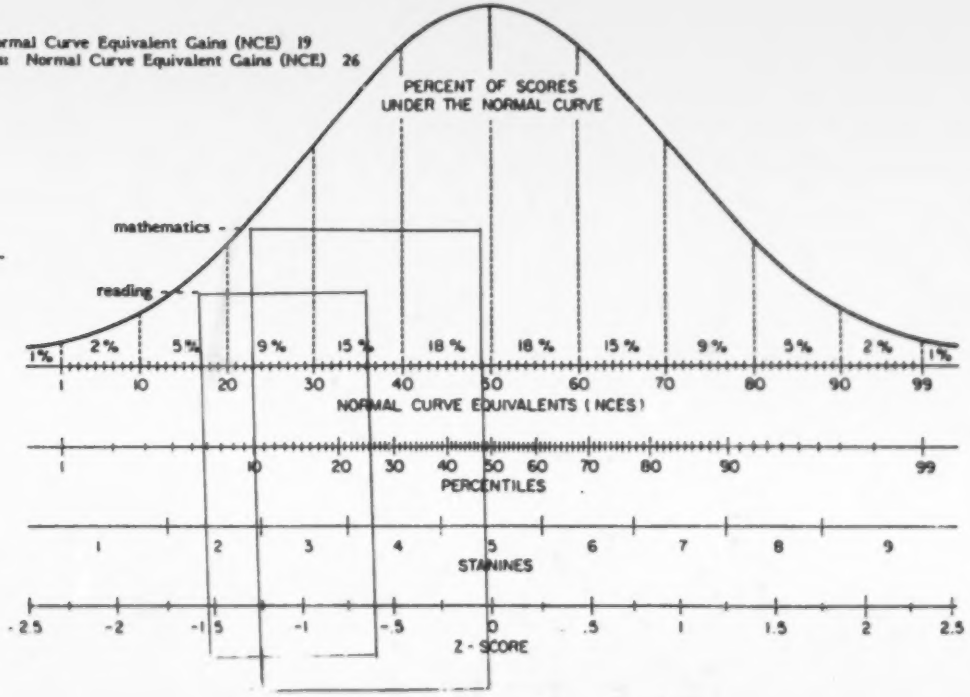
You have asked for suggested changes in the law and new initiatives. We would like you to amend Section 134, noninstructional duties, so that personnel paid from ECIA, Chapter I can function as any other staff members do outside of the hours reserved for instruction. For example, we have been advised that the current law prohibits a Chapter I teacher from having a homeroom section even if all the children in the section receive remedial instruction from her during the next hour. The irritations caused by this restriction far outweigh any possible benefit to the program.

Our major concern at the moment is the apparent lack of coordination among the various monitoring and auditing requirements. We need guidelines written in "Education" which explain the standards or tests that will be applied under the single-audit concept, especially those that pertain to program compliance. It seems that neither the state nor the federal education department can confidently assure us that any given interpretation of the requirements will be judged adequate by the inspector-general even if acceptable to the state and to our independent auditor.

It is not sufficient to say that where the current law is silent we may safely fall back on the antecedent law and guidelines. We need a permissible way to integrate Chapter I services into the regular basic skills instructional program rather than continuing to run them parallel to the normal program. Lack of definition from the federal auditors has hindered the innovation which was supposed to result from the removal of the education department's "Excessive" regulations.

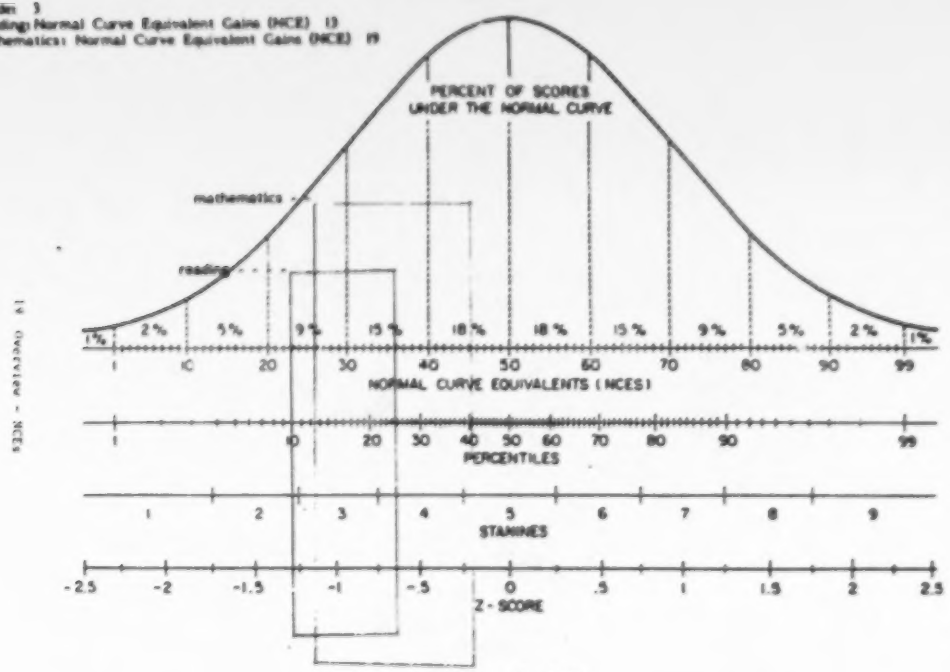
Dallas County Schools
ECIA Chapter I Evaluation Results: FY-84
April 1983 - April 1984

Grades 2
Reading: Normal Curve Equivalent Gains (NCE) 19
Mathematics: Normal Curve Equivalent Gains (NCE) 26


PERCENT OF SCORES
UNDER THE NORMAL CURVE
mathematics
reading
1% 2% 5% 9% 15% 18% 18% 15% 9% 5% 2% 1%
1 10 20 30 40 50 60 70 80 90 99
NORMAL CURVE EQUIVALENTS (NCES)
1 10 20 30 40 50 60 70 80 90 99
PERCENTILES
1 2 3 4 5 6 7 8 9
STANINES
-2.5 -2 -1.5 -1 -.5 0 .5 1 1.5 2 2.5
Z - SCORE

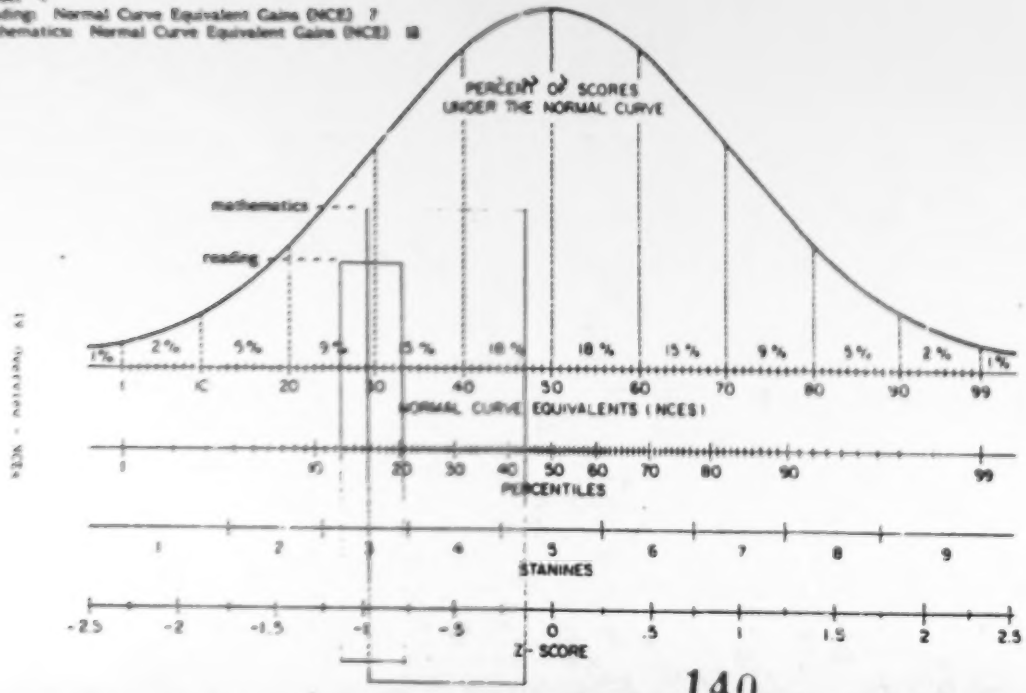
Dallas County Schools
ECIA Chapter 1 Evaluation Results FY-84
April 1983 - April 1984

Grade 3
Reading: Normal Curve Equivalent Gains (NCE) 13
Mathematics: Normal Curve Equivalent Gains (NCE) 19


PERCENT OF SCORES UNDER THE NORMAL CURVE
mathematics
reading
1% 2% 5% 9% 15% 18% 18% 15% 9% 5% 2% 1%
1 10 20 30 40 50 60 70 80 90 99
NORMAL CURVE EQUIVALENTS (NCES)
1 10 20 30 40 50 60 70 80 90 99
PERCENTILES
1 2 3 4 5 6 7 8 9
STANINES
-2.5 -2 -1.5 -1 -.5 0 .5 1 1.5 2 2.5
Z-SCORE

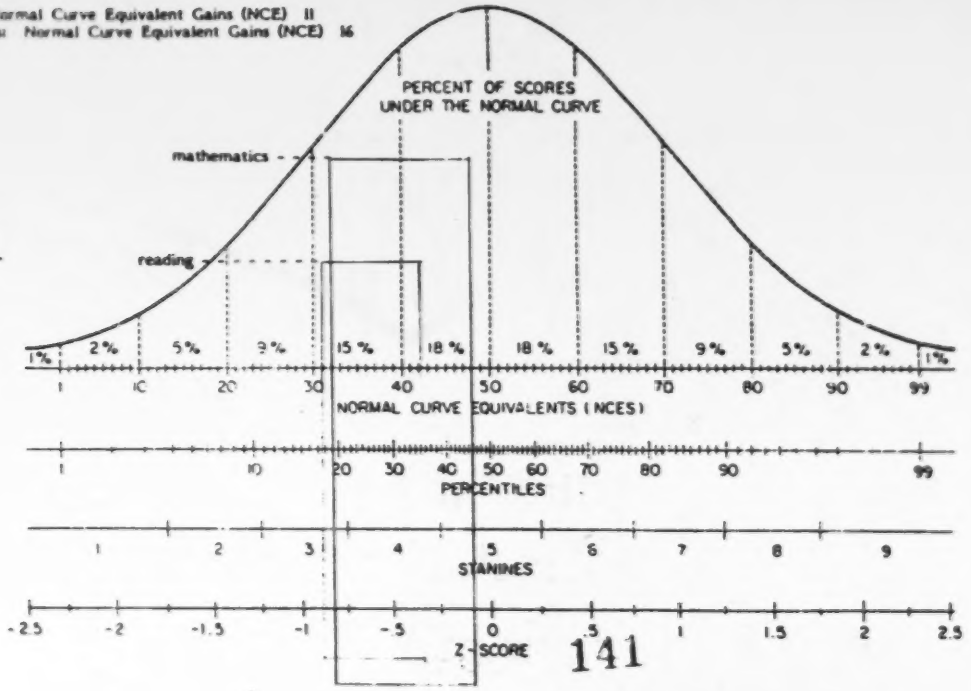
Dallas County Schools
ECIA Chapter 1 Evaluation Results FY-89
April 1983 - April 1984

Grade: 4
Reading: Normal Curve Equivalent Gains (NCE) 7
Mathematics: Normal Curve Equivalent Gains (NCE) 8



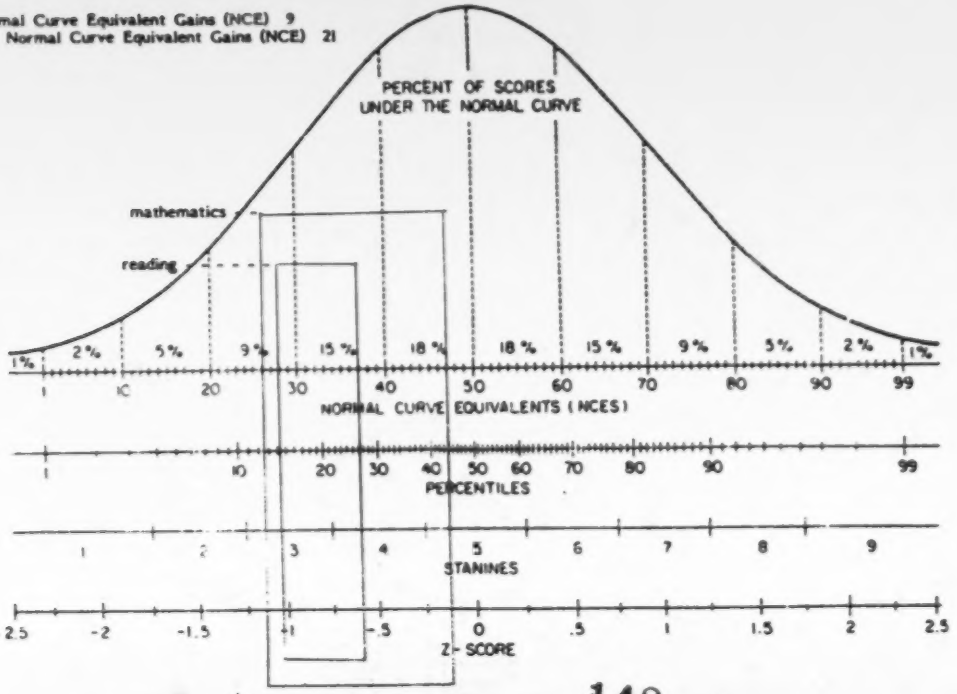
Dallas County Schools
ECIA Chapter 1 Evaluation Results: FY-84
April 1983 - April 1984

Grade: 5
Reading: Normal Curve Equivalent Gains (NCE) 11
Mathematics: Normal Curve Equivalent Gains (NCE) 16



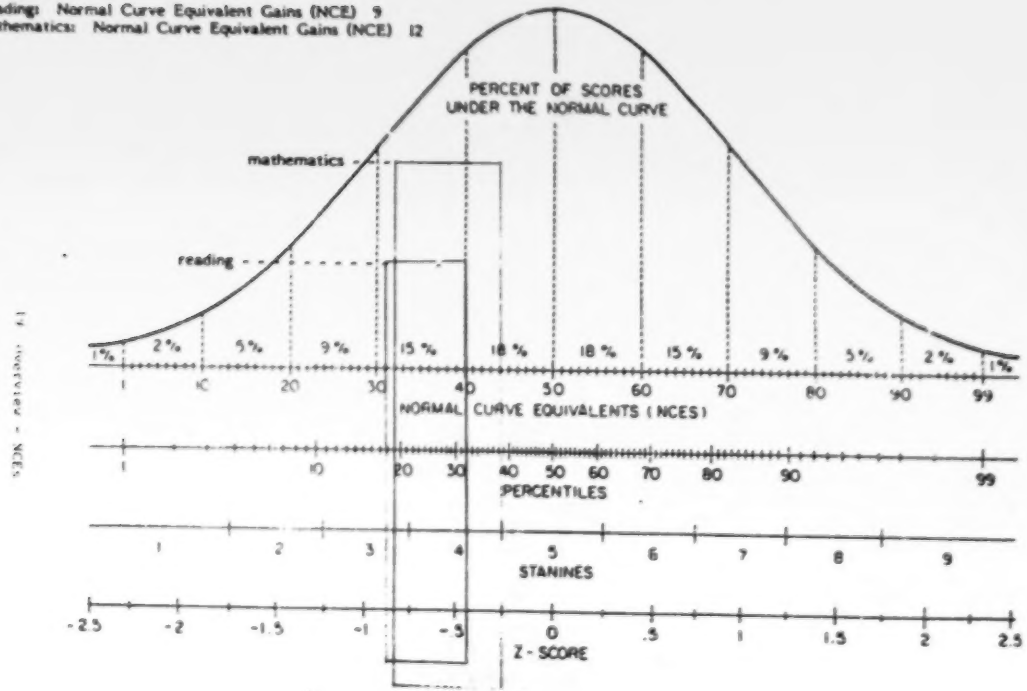
Dallas County Schools
ECIA Chapter 1 Evaluation Results: FY-84
April 1983 - April 1984

Grade: 6
Reading: Normal Curve Equivalent Gains (NCE) 9
Mathematics: Normal Curve Equivalent Gains (NCE) 21


PERCENT OF SCORES
UNDER THE NORMAL CURVE
mathematics
reading
1% 2% 5% 9% 15% 18% 18% 15% 9% 5% 2% 1%
1 10 20 30 40 50 60 70 80 90 99
NORMAL CURVE EQUIVALENTS (NCES)
1 10 20 30 40 50 60 70 80 90 99
PERCENTILES
1 2 3 4 5 6 7 8 9
STANINES
-2.5 -2 -1.5 -1 -.5 0 .5 1 1.5 2 2.5
Z-SCORE

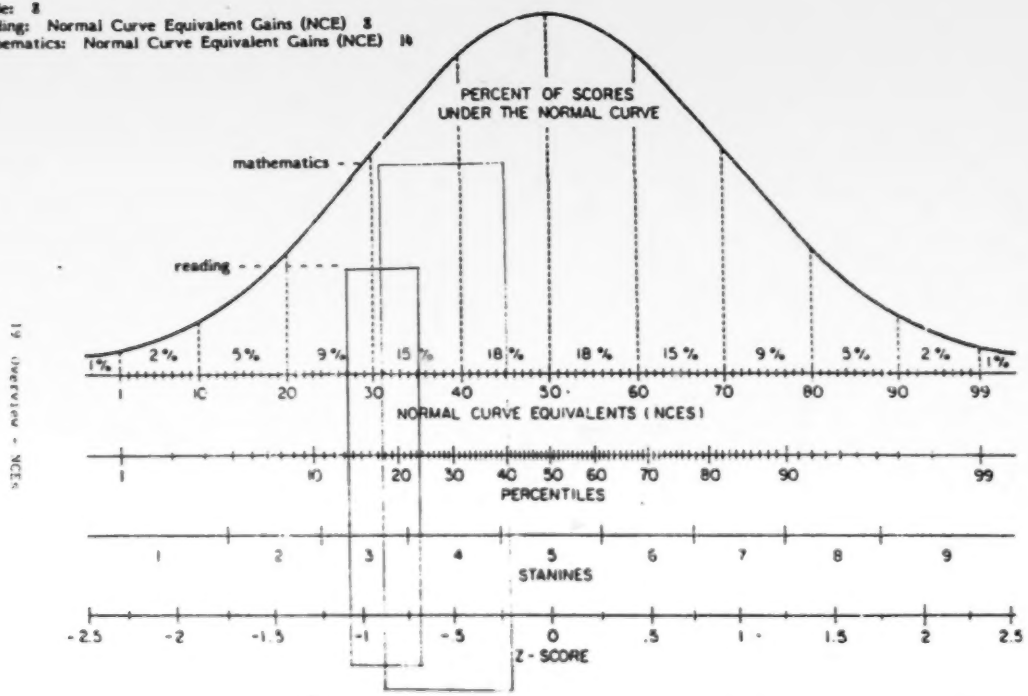
Dallas County Schools
ECIA Chapter 1 Evaluation Results: FY-84
April 1983 - April 1984

Grade: 7
Reading: Normal Curve Equivalent Gains (NCE) 9
Mathematics: Normal Curve Equivalent Gains (NCE) 12



Dallas County Schools
ECIA Chapter I Evaluation Results: FY-84
April 1983 - April 1984

Grade: 8
Reading: Normal Curve Equivalent Gains (NCE) 8
Mathematics: Normal Curve Equivalent Gains (NCE) 16


PERCENT OF SCORES
UNDER THE NORMAL CURVE
mathematics
reading
1% 2% 5% 9% 15% 18% 18% 15% 9% 5% 2% 1%
1 10 20 30 40 50 60 70 80 90 99
NORMAL CURVE EQUIVALENTS (NCES)
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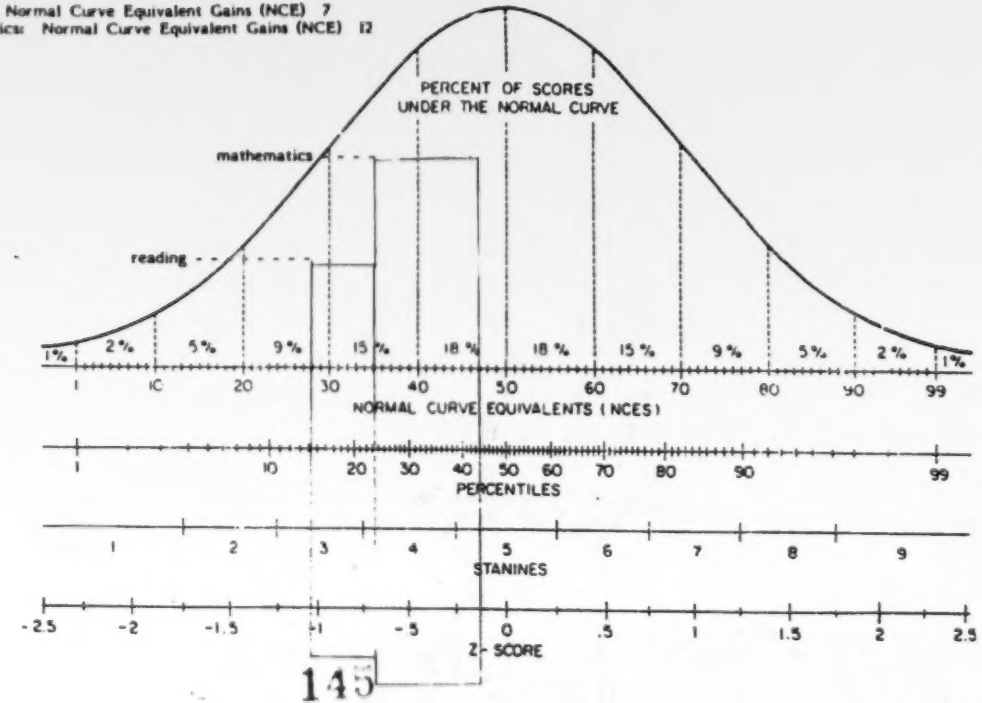
PERCENTILES
1 2 3 4 5 6 7 8 9
STANINES
-2.5 -2 -1.5 -1 -.5 0 .5 1 1.5 2 2.5
Z - SCORE

Dallas County Schools
ECIA Chapter 1 Evaluation Results: FY-84
April 1983 - April 1984

Grade: 9
Reading: Normal Curve Equivalent Gains (NCE) 7
Mathematics: Normal Curve Equivalent Gains (NCE) 12



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ECIA CHAPTER 2

The concept of the block grant approach used for ECIA, Chapter 2 programs has given school systems some flexibility in selecting those programs that are most beneficial to them. The funding for this program has been fairly consistent over the three years it has been in operation. With the effects of inflation, this level funding means that some services must be cut. From the beginning, there have always been needed eligible programs that could not be funding from the allocations available.

EDUCATION FOR THE HANDICAPPED

During the past decade, much emphasis has been placed on the education of the handicapped. Both Federal and State laws require that handicapped persons be given an appropriate education. While the concept of these laws are good, the practical application has often resulted in costly expenditures with little results. The burden to provide these services has been placed on the local educational agency without proper funding from either the national or state levels. Local Educational Agencies need assistance from the national level as indicated below:

1. Realistic guidelines for determining an appropriate education.
2. Sufficient allocations of funds to assist in meeting the excess cost for educating handicapped children.

MATHEMATICS, SCIENCE AND FOREIGN LANGUAGE

During the past two decades, a large part of the federal funds available for education has been earmarked for compensatory educational services. While compensatory educational services are needed, there is another group of pupils that are not reached by these services. I speak here for the group of pupils who will become our scientific, mathematical and other leaders of tomorrow. To do an effective job of educating these pupils, we need properly trained teachers, modern equipment and essential supplies. All of these will cost additional funding dollars. To insure that the needs of this group of pupils are met, we need federal assistance in teacher training and in purchasing the needed modern equipment and supplies.

WISCONSIN WOMEN'S NETWORK,
Madison, WI., February 19, 1985.

JACK JENNINGS,
Education and Labor Committee,
Washington, DC.

DEAR MR. JENNINGS: The Wisconsin Women's Network, a coalition of over sixty organizational members and 1,000 individual subscribers, is an advocacy organization for women's needs. One of its task forces works for educational equity, but we recognize that many other concerns we address (e.g., displaced homemakers, employment equity, etc.) are strongly affected by inequitable educational opportunities for families. Therefore, I am addressing this letter to you with the request that it be included in the written testimony of the hearings on equity, access quality, and excellence in education.

In 1983 women constituted 43.5 percent of the work force, and the Bureau of Labor Statistics projects that between 1982 and 1995 women will amount for 62 percent of new workers. Yet women continue to be clustered in low paying jobs. According to data collected in the 1980 census, for all workers over age 18, men averaged $16,929 while women earned $8,238. Compounding this disparity in income is the fact that more and more children live in single-parent families, the majority of which are headed by women.

One of the principal ways to meet this problem of the concentration of women at the poverty level is through equal educational opportunities. Yet females and minorities are still underrepresented in computer, advanced science, mathematics, technology and other courses required to compete in the future job market. Vocational education courses frequently remain unofficially sex-segregated, and some schools continue to deny access to certain courses on the basis of sex. All this means that females students are discouraged openly or subtly from training for non-traditional jobs which offer chances for higher income.

School reviews in Wisconsin by the League of Women Voters, one of our organizational members, reveal noncompliance with civil rights laws, discriminatory practices and policies, and too few schools that actively promote equity.

We urge the Education and Labor Committee actively to support legislation such as the Civil Rights Act of 1985 to ensure non-discrimination in curricular and non-

curricular activities, pupil services, and employment in our public schools. True educational excellence can be attained only by guaranteeing educational opportunities for all students.

Very truly yours.

CAROL PALMER, *Chair.*

STATE OF WISCONSIN,
WISCONSIN WOMEN'S COUNCIL,
Madison, WI, February 18, 1985.

Hon. GUS HAWKINS,
Joint Committee on Education and Labor,
Washington, DC.

DEAR REPRESENTATIVE HAWKINS: Please accept this letter as written testimony for your hearings on Equity, Access, Quality and Excellence in Education, since I was not able to attend the hearings last week.

I want to commend you for holding this series of hearings on perhaps the most critical challenge facing our future—how we educate our children. The very topics being covered indicate an understanding that we indeed cannot have excellence in education without equity and access.

There are two concerns which I wish to share. The first centers on the many national studies and education reports which have been written in the last few years. While many fine points have been raised regarding our nation's education system being at risk, there has been no mention of gender disparities in the educational systems, be it in learning styles or substantive curriculum analyses.

Only 7% of the nation's families have a working father and a mother at home full-time to care for two children. Yet the overwhelming majority of girls in grades 3-12 still believe that they will be comfortably taken care of by their future spouses—and they plan their lives accordingly. Existing career education classes fail to alter these unrealistic expectations, because so many students assume that the information they hear about women in the labor market applies only to others, that it is not relevant to their own lives. It is vitally important that our educational institutions help to insure that the futures of these students are not limited by stereotyping, segregation and discrimination based on sex.

I urge you and your committee to consider these realities as you examine and analyze equity and excellence in education.

My second concern involves the failure of the Civil Rights Act of 1984 and the need to move quickly on the Civil Rights Act of 1985. As you know, one year ago the U.S. Supreme Court ruled on the *Grove City College* case. This decision, which narrowly defined civil rights protections, relates directly to our educational system, and could potentially curtail equal educational opportunity to many girls, women, minorities, and disabled in our country.

As we in Wisconsin are currently revising our state "pupil nondiscrimination statute", which responds to the concerns described above, civil rights protections and enforcement are needed at the national level. It is therefore critical that the Civil Rights Act of 1985 be a priority of your committee and of this Congress.

Thank you again for your leadership in these hearings.

Sincerely,

SARAH HARDER, *Chair.*

ILLINOIS STATE BOARD OF EDUCATION

DESCRIPTION OF SPECIAL REPORTS COMPARING FTE CALCULATIONS BASED ON A REDUCED FUNDING PERIOD FOR FORMERLY MIGRANT CHILDEN

The attached reports show the comparisons of the number of FTE and number of students that would be affected for each state if the eligibility period for formerly migrant children was reduced from five years to two years.

Report No. 1 is titled: *Comparison of FTE Based on 5 Year Eligibility and 2 Year Eligibility For Age 5 to 17 Category.*

Note that each state is listed in the left column and that summary FTE figures are listed to the right of the state name. The first column (5 yr statue III) lists the number of Status III FTEs granted under the current five year eligibility rules. The next column (5 yr status VI) lists the number of Statue VI FTEs granted under the current rules, and the next column (5 yr total) lists the total FTE count for the state

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in the age 5 to 17 category under the current rules which allow formerly migrant students to be counted for five years.

The columns titled 2 yr status III, 2 status VI and 2 yr total list the FTE count for each state in the age 5 to 17 category based on formerly migrant students only be counted for two years. Note that the total once again refers to the total FTE in that age category for the state.

The next columns list the FTE losses that each state would incur if formerly migrant children were counted for only two years. Statue III loss and status VI loss represents the total FTE loss in those categories. Total loss and percent loss represents the toal FTE losses based on two years of eligibility compared to the current five years of eligibility for each state.

Description of Special Reports

Report No. 2 is titled: *Comparison of Number of Students Based on 5 Year Eligibility and 2 Year Eligibility For Age 5 to 17 Category.*

Note that this report is identical to the FTE comparisons except that this report lists the number of students in each category that would be eligible for FTE accounting.

Note that the sum of the number of children in the status III loss and status VI loss do not equal the total loss since many Status III and Status IV children return to active status during the year and are still counted in the active categories. The percent loss represents the precent of the total number of children in the age 5 to 17 category that would no longer be eligible to be counted.

STATE	3 YR STATUS III	3 YR STATUS VI	3 YR TOTAL	4 YR STATUS III	4 YR STATUS VI	4 YR TOTAL	STATUS III LOSS	STATUS VI LOSS	TOTAL LOSS	PERCENT LOSS
[illegible]	[illegible]	[illegible]	307,944	118,791	3,742	488,893	114,956-	[illegible]	119,651-	30 %
[illegible]	[illegible]	[illegible]	2,248	120	310	2,043	100-	10-	[illegible]	8 %
[illegible]	[illegible]	[illegible]	3,338	963	71	4,082	[illegible]	[illegible]	[illegible]	20 %
[illegible]	[illegible]	[illegible]	7,589	2,151	12	9,914	2,070-	[illegible]	[illegible]	27 %
[illegible]	[illegible]	[illegible]	10,778	3,806		7,959	[illegible]		[illegible]	30 %
[illegible]	[illegible]	[illegible]	146,853	40,573	219	79,579	27,305-	[illegible]	[illegible]	45 %
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]		[illegible]	[illegible]	[illegible]	[illegible]	48 %
[illegible]	[illegible]	[illegible]	3,503	1,408	6	2,130	1,378-	[illegible]	[illegible]	38 %
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]		[illegible]	[illegible]		[illegible]	50 %
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]		[illegible]	[illegible]	[illegible]	[illegible]	[illegible]

COMPARISON OF FTE
BASED ON 5 YR ELIGIBILITY AND 2 YR ELIGIBILITY
FOR AGE 5 - 17 CATEGORY

STATE	5 YR STATUS III	5 YR STATUS VI	5 YR TOTAL	2 YR STATUS III	2 YR STATUS VI	2 YR TOTAL	STATUS III LOSS	STATUS VI LOSS	TOTAL LOSS	PERCENT LOSS
NEW YORK	3,524	1	4,902	1,739	1	3,152	1,785-		1,750-	35 %
OHIO	561		1,818	238		1,555	483-		483-	13 %
OKLAHOMA	1,379		2,930	860		2,411	519-		519-	17 %
OREGON	9,266	13	7,502	2,163	9	5,449	2,103-	4-	2,053-	28 %
PENNSYLVANIA	1,754	2	2,297	775	1	1,562	977-	1-	975-	41 %
PUERTO RICO	4,241	429	5,378	1,404	129	2,249	2,837-	295-	3,129-	57 %
RHODE ISLAND	100	45	172	46	24	98	54-	21-	74-	42 %
SOUTH CAROLINA	28		564	15		559	11-		5-	0 %
SOUTH DAKOTA	14		76	12		76			0	0 %
TENNESSEE	343	1	491	162		297	149-	1-	149-	32 %
TEXAS	61,867	866	98,958	27,155	250	64,976	35,454-	638-	35,982-	35 %
UTAH	435		650	212		458	223-		214-	30 %
VIRGINIA	139		489	91		443	48-		48-	8 %
VERMONT	418		608	229		422	187-		186-	30 %
WASHINGTON	8,969	287	13,834	3,826	207	10,118	3,143-	130-	3,218-	23 %
WISCONSIN	837		1,289	285		937	552-		352-	27 %
WEST VIRGINIA	51		88	18		55	33-		33-	37 %
WYOMING	69		249	32		215	37-		34-	13 %

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PREPARED STATEMENT OF THE NATIONAL ASSOCIATION OF STATE COORDINATORS—CHAPTER 1 ECIA

Dear Committee Members: The National Association of State Chapter 1 Coordinators would like to present testimony urging your support for two issues: (1) U.S. Department of Education's audit resolution process and (2) level of Chapter 1 State administrative funding.

AUDIT RESOLUTION PROCESS

This past year proposed audit reform language was added to H.R. 11 that would amend the General Education Provisions Act providing states with expanded due process rights. However, the language was removed in the House-Senate Conference on the bill. It is my understanding that the audit reform measures containing similar legislation will be reintroduced this year.

The Association believes federal audits have a ligitimate role in assuring that programs serve their intended purpose; however, in some instances the current provisions have had an adverse effect on the programs they are meant to protect.

We ask the committee to consider and support the following provisions for amending the audit recovery process.

1. "Where no fraud is involved, the Secretary may seek recovery of funds paid to a State or local educational agency only in those pending and future final audit determinations in which the disputed expenditures are not allowable under current law and such expenditures are not in substantial compliance with the law."

2. "In all pending and future final audit determinations before the Board the burden of proof shall be on the the Secretary, and discovery shall be available to all parties under procedures provided under Rules 26 through and including 37 of the Federal Rules of Civil Procedure."

3. "or (B) whenever a State or local educational agency is subject to a final audit determination, enter into a compliance agreement of not more than three years with such agency in satisfaction of the final audit determination, whereby additional monitoring, additional reporting, or in-kind contributions will provide enhancement and will ensure program compliance."

4. "Whenever a disputed expenditure of a subgrantee is considered under paragraph (1), the subgrantee shall be a party to any such action of the Secretary."

STATE ADMINISTRATIVE FUNDING LEVEL—CHAPTER 1 ALLOCATION FOR STATE ADMINISTRATION

State administrative dollars for ECIA Chapter 1 have been reduced from one and one-half percent to less that one percent of a state's Chapter 1 grant with a provision that a minimum grant of $225,000 for state administration be provided to all states regardless of the state's total grant. The statute also provides that an amount equal to no more than one percent of a state's Chapter 1 grant may be allocated for state administration of Chapter 1.

State responsibilities for the administration of Chapter 1 have not decreased under ECIA. In fact they have increased because of (1) the act's stated intent to move much of the regulatory burden to the state level, (2) the added emphasis on technical assistance to encourage program excellence, and (3) the addition of a biennial audit requirement that underscores the state's responsibility to ensure that its LEAs comply with all applicable statutory and regulatory provisions pertaining to Chapter 1.

Inflationary costs continue to increase the amount of state administrative money needed to effectively manage state administrative responsibilities. Further, while state responsibilities of Chapter 1 have increased under ECIA, most states have had to decrease state administration staff and services to LEAs because of reduced state administration monies.

The National Association of State Coordinators of Chapter 1 strongly recommends that:

1. State administrative dollars be granted, at a minimum, at the full one percent of the state's Chapter 1 allocation;

2. Congress amend the current ECIA statute to return the level of dollars granted for state administrative costs to one and one-half percent of a state's Chapter 1 allocation; and

3. The minimum amount granted for state administration be increased from $225,000 to $300,000.

All of the above recommendations are intended to allow states to carry out their full administrative responsibilities under ECIA, Chapter 1. We urge the Committee to consider and support these recommendations.